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ABSTRACT

The major findings of Vice President Mondale's Task Force on Youth Employment were obtained from a review of current programs, interviews with youth, and conferences involving national and community leaders. First, youth employment problems and opportunities are unevenly distributed. Without a bold new initiative, the 1980's are likely to exacerbate these inequities. Second, many of our young people may not have the basic reading, writing and arithmetical skills necessary to get and hold a decent job. Third, employers use resumes to sort out applicants and most young people have no resumes/work experience. Basic skills development must be combined with work opportunity development. Fourth, federal employment and training programs must be made simpler and more flexible with less red tape. Fifth, young people need reliable job information and support and assistance from community networks during the transition from school to work. Sixth, community-based and voluntary organizations are particularly well suited to working with those groups of youth who have serious employment problems and are considered to be hard to serve. Seventh, a partnership of businesses, schools, labor unions, community-based organizations, and government is needed to serve our young people. These seven key findings are explored in depth, form the basis of seven recommendations, and are embodied in the Carter Administration's Youth Employment Legislation. (Author/AN)

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In November of 1979, 2,695,000 young people actively looked for work for 15 weeks or more, but could not find it. Many more were too discouraged to look. When young people go without jobs . . .

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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A Summary Report of
The Vice President's
Task Force on Youth Employment
The White House
Washington, D.C.

(202) 785-4986

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. . . all of us are hurt. Youth unemployment touches us in many different ways.

For a teenager trying to get a start, it's a stone wall of failure, and for the young adult, it's a closing-out of life's options.

To the personnel officer, it is something which causes him to hedge his bets, to avoid risks and seek out those who are more dependable.

To the teacher, it means frustration and weariness.

And to the mayor of a troubled but resurging city, it is a problem that *can* be overcome, but only with help.

In the decade of the 1980's America will have fewer young people than it does now, yet the youth unemployment problem may get worse. To make sense of this paradox, the Vice President's Task Force on Youth Employment talked to many different groups including young people, business men and women, educators and elected officials.

Listen to their voices:

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All of a sudden a stone wall goes up.

"Youth unemployment?
Kids hangin' out. Nothin' to do. It ain't no big thing.
What can we do? Stay in school—can't get a job. Drop out of school—can't get a job.

Did you ever go to a job interview? Go to a factory or some store or something. Walk in. All of a sudden a stone wall goes up. No openings —even if there is a sign out front. Forget it. We'll get by somehow."

**Mary T., 18, lives in a southwestern city and dropped out in 1979 from a "good" high school.
Resume: baby sitting, 1974–1978; fast food restaurant, 4 months, 1979. Career Goal: Pediatric nursing.**

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I just can't take the risk.

"Yes, I have vacancies, and sometimes I give a kid who looks mature a break. But frankly I just can't take the risk. I can't find enough kids who can read or write. Preposterous as that sounds, it's true.

A friend of mine at the phone company interviews 12 or 15 kids to find one she can hire. I can't invest time like that. We can train people, but *we* can't teach reading or writing.

I once got involved in one of those hire-a-kid programs. *That* was a colossal screw-up. First they sent us a bunch of street kids—and this is a white-collar operation. We put them where we thought we could use them; building and maintenance, supply, and food services. They hung around. The old timers resented them. They just didn't fit. After a few months all the kids had left.

My trade journals keep pointing out that all this will change in the 80's. When the new technology really takes over—electronic mail, automated warehouses and the like—all that will alleviate a lot of the problem of handling entry level personnel—at least from the business point of view."

Bud L. was born in the Midwest, went to a small eastern college and remained in the East. His current employer, his third since graduation, pays for the night courses he takes to complete his M.B.A.

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I can't teach reading. I'm a biology teacher.

"Discipline is probably my worst problem.

Sometimes at 3 o'clock I think my retirement funds ought to go to the policeman's union instead of the teacher's pension system. I spend most of my time keeping order; never mind that wonderful goal of 'creating a learning environment,' which is what I was trained to do.

Getting their attention is also tough. They can't figure out why they should learn this stuff.

How can I teach biology and chemistry to tenth and eleventh graders when a quarter of them read at the sixth grade level—or below? I can't teach reading. I'm a biology teacher.

A friend of mine had started a special reading class using some of the latest computer based learning machines. That seems to work, but it's a drop in the bucket. No wonder the kids are angry and frustrated. I certainly am."

Shirley G. was born and educated in the same northwestern state where she still lives. After two years as a Peace Corps volunteer in Liberia, she began teaching in 1971.

Over ten years we've learned some important lessons

"There's no magic cure to youth unemployment problems. We're still learning after ten years what works and what doesn't. But when I look at the many tough problems cities have and when I look at the steps we have taken with these problems, I have to be optimistic.

In a way, we've torn down the notion that some problems are too big to solve.

Youth unemployment is perhaps the most serious problem we face. Because the effects are devastating not only to the city's present, but its future.

Over ten years we've learned some important lessons.

First, we recognize that taxpayers want a dollar's worth of useful product for every dollar of taxes. That's why in Baltimore youth are rehabing homes, or weatherizing the homes of the elderly and indigent, or learning upholstering skills from a local manufacturer.

Second, we've learned that young people should not have to guess what we expect of them. We must have standards that are tough but realistic, so that our young people gain respect for the programs and for themselves.

We are building Baltimore's future productive workforce. We can't afford anything less than the best."

Mayor William Donald Schaefer was re-elected to his third term in 1979. He presided over a renewal program that has restored Baltimore as a center of commerce, arts and pleasant urban life. Mayor Schaefer still lives in the now predominantly Black neighborhood where he grew up.

I. A Paradox and a Summary

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A paradox. Each of these perceptions is on the mark. For many of our youth, the labor market doesn't work. These young people have no jobs; and when they do get jobs, they can't hold on to them.

Employers can't find enough young people with the four R's—reading, writing, 'rithmetic and resume.

While teachers feel the frustrations of being on the firing line daily, all too many high school graduates, and most dropouts, have difficulty functioning in today's workplace.

Yet in some places, like Baltimore, real progress has been made, providing lessons and real hope for the 80's.

Seven major findings

To review these lessons and to help chart a course for the 80's, President Carter established a special Task Force on Youth Employment under the direction of Vice President Walter Mondale. The Task Force was to analyze the youth employment problem and to uncover the most promising solutions.

After nine months of intensive study, including a broad review of current programs, interviews with hundreds of young people, and conferences involving over 1,000 national and community leaders, the Task Force found that:

1. Youth employment problems and opportunities are unevenly distributed. Without a bold new initiative, the 80's are likely to exacerbate these inequities.
2. Many of our young people may not have the basic reading, writing and arithmetical skills necessary to get and hold a decent job.
3. Employers sort out applicants based on work experience and reliability—on a resume. There is a shortage of job opportunities for young people who seek to prove themselves and to build this resume.
4. To be effective, federal employment and training programs must be made simpler and more flexible.
5. Young people need information about jobs and careers; but they also need support and assistance from community networks during the increasingly difficult transition from school to work. Too many young people will enter the labor market of the 80's with outdated expectations. They will be unaware of new industries and opportunities for education, and they will be unprepared for a rapidly changing workplace.
6. Community-based and voluntary organizations are particularly well suited to working with those groups of youth who have serious employment problems and are considered to be hard to serve.
7. A partnership is needed to serve our young people—business, schools, labor unions, community-based organizations, and government. No single institution created the dilemma we face today; no single institution can cure it.

These seven key findings are explored in the next seven chapters. They form the basis of the recommendations outlined in Chapter IX. These principles are embodied in the Carter Administration's Youth Employment Legislation, which has recently been submitted to the Congress of the United States.

All data cited in this report are for 1979 unless otherwise noted.

II. The 80's Happen This Year

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The new decade will bring far-reaching changes in the way we all live:

The 80's will witness changes in lifestyle—more single-person households, more leisure time, more decisions dictated by the need to conserve energy.

They will witness changes in who goes to work in America and where—more women and more Hispanics will be in the work force and more Americans will get up in the morning and go to the office instead of the factory.

They will witness significant changes in the economy—slower growth, increased concern with productivity.

To design an effective youth employment policy, we need to think carefully about the implications of these and other changes for the youth labor market, particularly as they affect the demand for teenage and young adult workers, as well as the number and characteristics of those who will be competing for jobs.

From all that we know, the trends are not likely to ease the problems observed in the 70's. We must take a hard look at the economic patterns and social forces which are shaping the 80's in order to meet the challenge of the new decade.

What are my chances?

To a large extent employers decide whom to hire on the basis of probability. They roughly, perhaps impressionistically, compare applicants and pick the one who seems to present the least risk—the best chance. If a large department store sometimes has had more negative experiences with young employees than with middle-aged workers, the message will soon get through to the personnel office, and middle-aged applicants will go to the head of the list when a new job opens up.

For the young person setting out to find work there are also probability calculations to be made: "What are my chances of getting a job?" If you are young you have a smaller chance of getting a job than an adult has; if you are young and a female, a dropout, from a poor family or a member of a minority group, your chances of coming up empty are even higher, as indicated in the chart on page 12. In fact, a young person in any one of these groups is two to three times less likely to be employed than young people generally.

The four groups with poor chances*

There are nearly 44 million Americans ages 14–44. Of those, 24 million are in the critical 16–21 age span, the period of "transition" from school to work. For the vast majority of these young people—including women, minorities, youth from poor families and even dropouts—that transition is made reasonably well. Every year millions of young people leave high school and find jobs, enter the military, or continue their schooling. Once this first transition to the adult work world is made, other transitions usually follow smoothly.

For almost four million others, though, things don't go so smoothly. Their transition is bumpy and difficult, and they face a serious risk of not completing it successfully.

Four groups bear a disproportionate share of these problems: young women, dropouts, minorities and youth from poor families.

Anyone who belongs in two or more of these groups has a much higher chance of being unable to find a job—a young person who is poor

* We are indebted to the National Commission for Employment Policy for their analytical work which forms the basis of this section on four groups.

and female *and* a dropout has the odds stacked pretty well against her, as shown on the chart at right.

1. *Young women.* Young women at age 17 enter the transition stage with a slight advantage over young men: they are just as likely as men to be employed, and *more* likely to have graduated from high school. But by around age 18, women begin to encounter more difficulty in finding a job. By the time they reach 24, they have dropped significantly behind. And finding a job, if you are a woman, is only half the battle. Once employed, women earn less. The average woman over 25 who has not attended college earns only 61 percent of the wages taken home by the average non-college male.

One reason for this pay differential is that a woman is often paid less than a man who does the same job. But even more crucial is the fact that better-paying jobs are often closed to women. By age 26, only 42 percent of all men are still working as low paid operators or unskilled laborers, while 80 percent of all employed women are at the bottom of the labor market in clerical jobs or working as operators or service workers.

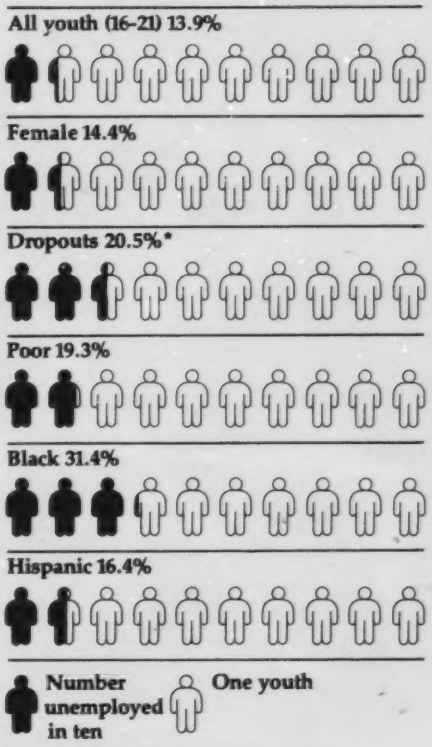
2. *Dropouts.* The unemployment rate for high school dropouts is two to three times as high as the rate for high school graduates. A dropout who manages to find an entry-level job initially earns almost as much as a graduate, but by age 25 the dropout will be earning significantly less per year—for men, $2,500 less; for women, $2,000 less. (See chart on page 13.)

3. *Minorities.* Twenty-five years ago the unemployment rate for white youth was about 13 percent; it remains about the same today. Twenty-five years ago, the unemployment rate for Black youth was 16 percent; today it has grown to over 30 percent. If we are to unravel the paradox of youth unemployment, we must answer the question of why this has occurred.

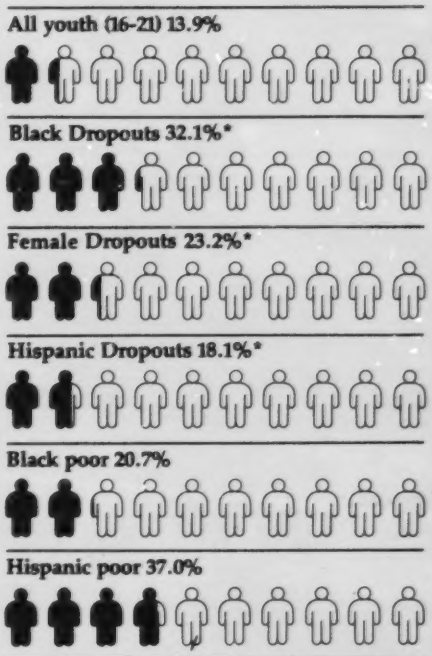
Minority youngsters experience more unemployment than white youth as they enter the transition period. They continue to be shortchanged throughout the school-to-work transition and so fall even further behind. If we take three measures of equity—whether you are employed, how much you earn and what kind of work you do—minorities trail in all three:

- Hispanics are substantially more likely than whites to be unemployed. Blacks are two and one half times more likely to be unemployed than whites.
- By age 25–26, Black men who have not attended college earn $2.19 per hour less than non-college white men. Wages for all women are low, but Black women earn even less than white women. (Comparable data not available for Hispanics.)

A Youth's Chances in Ten of Being Unemployed 1979



Groups with Two Strikes Against Them 1979



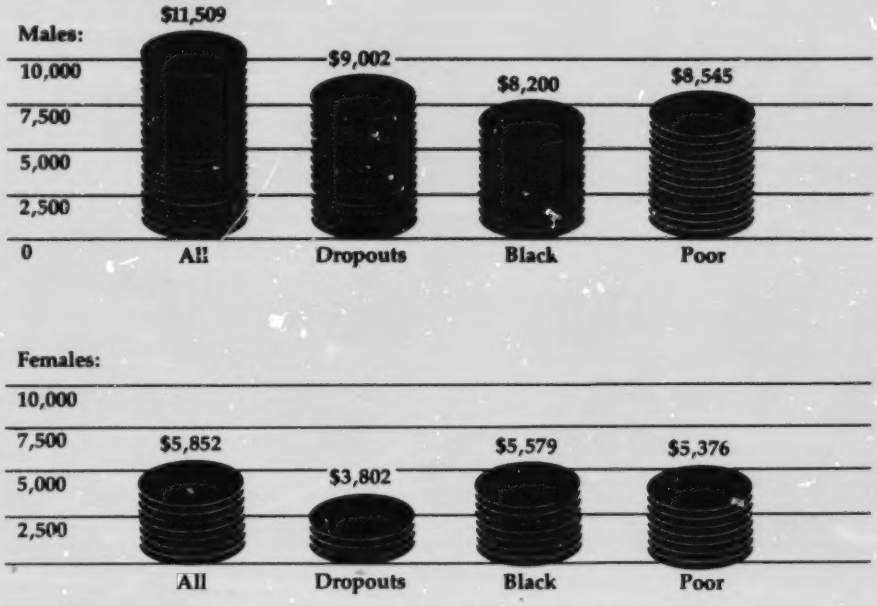
Source: BLS (See Appendix 12)
**1978 Data; 1979 Data not available*

• By age 21–22, only 10 percent of whites work in less desirable unskilled jobs; almost 40 percent of Blacks do. (Comparable data not available for Hispanics.)

There is no single explanation for these differentials. Volumes of analysis still do not explain a large part of the difference, leaving discrimination the likely answer.

4. *Poor families.* If your family is poor, your chances of a smooth school-to-work transition drop way down. Youth from poor families tend to enter the labor market at lower levels than their peers and are likely to fall further behind as time goes on. Their chances of catching up are slight. By age 25–26, the average hourly wage of young men from poor families who have not attended college is $4.79; for those from non-poor households who have not attended college it is $7.13, or $2.34 an hour more. For young women, the difference is $3.50 compared to $4.07.

Salary Differentials:
Annual Average Earnings Age 25-26
(Have not attended College)



Source: 1975 and 1976 Data NCEP
(See Appendix 12)

How many youngsters are at risk?

While the total number of all young people ages 16–21 will fall from 9.5 million in 1980 to 8.3 million in 1990, the number of youths in the four groups above who face the most serious employment problems will not decline.

It is unrealistic to expect a rapid decrease in the number of dropouts or poor families. The number of minorities, particularly Hispanics, will increase. In 1979, 51 percent of all women were working; and young women are likely to increase their labor force participation even further. We can predict that the population most likely to need help, those whom we can best describe as "at risk," will continue to number approximately 4 million young people each year. Of these, two million are in school and two million are out of school.

Many Youths Have Special Needs
1978

Juvenile Arrests
(under 21)
3,909,500

Runaways
(10-17)
550,000

Homeless Youth
(10-17)
148,500

Alcohol Abusers
(14-17)
3,300,000

Users of Hard Drugs
(12-17)
87,000*

Teenage Mothers
(under 20)
570,000*

Teenage Heads of Household with children
(under 20)
257,000

Mentally Handicapped
(18-21)
83,458

Physically Handicapped
(18-21)
18,715

Source: Task Force (See Appendix 12)
**1977 Data; 1978 Data not available*

Youth with special needs

For those young people with the additional burden of a physical or mental handicap, a criminal record, a history of drug or alcohol abuse, or a teenage pregnancy, the chances of finding a job are even slimmer. Keeping a job is especially tough for them. The number of young people who have additional problems is significant, as indicated in the chart at left.

For many of these young people, unemployment is only one symptom of a life of trouble and hurt. Although employment programs can offer some help, jobs alone will not solve their problems. In fact, a job alone is a set-up for failure without the supportive services necessary to help them cope with burdens that can often be devastating even for affluent, college-bound suburban young people.

The job gap for youth*

The unemployment situation for young people is more serious than it is for adults—and unemployment among young people from poor areas is even worse than for youth as a whole.

The employment to population ratio is a number which reflects the percentage of individuals in any group who hold a job;

- The adult employment to population ratio is 76 percent, as compared to 62 percent for white youth, 52 percent for Hispanic youth and 47 percent for Black youth.
- The employment to population ratio of youth in non-poor areas is 64 percent, while the employment to population ratios for youth from poor areas are 57 percent for whites, 45 percent for Hispanics and 35 percent for Blacks.

The Task Force has calculated the number of jobs that would be needed to bring the employment to population ratios of youth from poor areas up to the employment ratios of youth from non-poor areas—the job gap for poor youth.

The number of jobs required to close the job gap for poor youth is 1,078,200. (See chart at right.)

A shortfall of jobs and good jobs

In the early years of the decade we will face a shortfall of *all* jobs, and a particular shortfall of *good* jobs for young people.

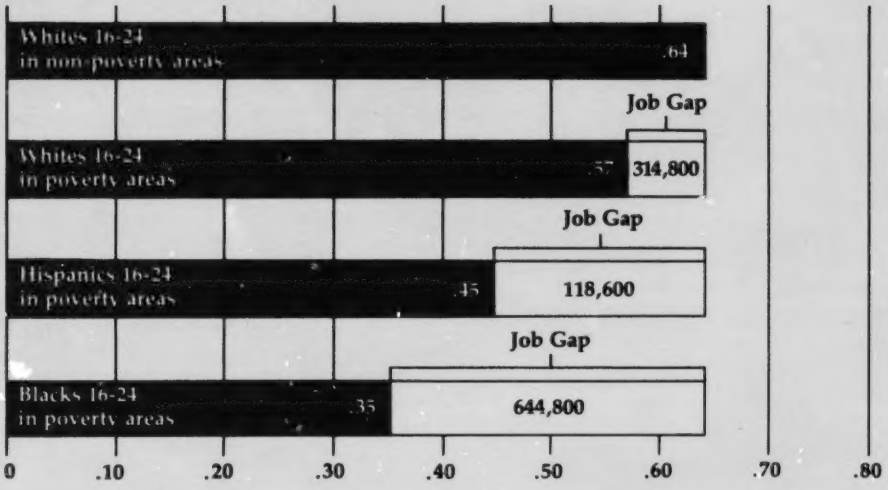
Personnel managers will continue to be more reluctant to take risks. Youth whose basic educational skills do not show significant improvement will fall even further behind employers' demands. As women return to the labor force and as immigration continues, employers will have a greater choice of job applicants to fill entry-level and other jobs.

Shortfall by location

The distribution of the job shortfall and resulting unemployment does not fall equally on all neighborhoods and communities. Already rural areas and central cities are home to a disproportionate share of youth unemployment. There is a lot of new employment growth in the suburbs, but less in the central city; between 1960 and 1970, blue collar employment in the central city actually fell by 9 percent. Although the effects of this loss of jobs from the city have been mitigated somewhat by an outmigration of people, there has been a definite net loss of entry-level job opportunities in urban areas. Rural youth, of course, have long been faced with the difficult choice of settling for poor career opportunities or moving elsewhere.

*Job Gap calculations based on 1978 data.

The Job Gap for Poor Youth
1978



Source: BLS and Census data (See Appendix 12)

A good job is in the eye of the beholder

To those whose philosophy is that "a paycheck beats a welfare check anyday," any job is a good job. But to a young person whose whole work life lies ahead, a good job is one that pays well and opens up chances for advancement. In our society, a job history is often a statement about a person's worth.

This is more than a matter of perception. Employers often have negative experiences with young people who can be late, undisciplined and sassy. Employers say they find young people difficult to manage and sometimes disruptive of the work environment. Young people also have negative experiences. They feel harassed, subject to special scrutiny, and sometimes it appears to them that employers are foreclosing on their chances to prove themselves on the job.

Sometimes employers who have had several negative experiences with young people generalize on the basis of those experiences and discriminate against all applicants who share the same characteristics as the young people they have employed before. And sometimes employers just expect young people to be poor employees, even when they haven't had any experience with hiring youth themselves.

Research shows that the messages youth get from their employers do influence their own responses to the job. One study by the National Industrial Conference Board suggests that the attitudes of supervisors, top management and co-workers are just as important for a disadvantaged young person's success on the job as are his or her own work attitudes.

Ironically, there is evidence that young people maintain rather old-fashioned sentiments about work. A 1976 poll by Cambridge Survey Research found that 42 percent of 18–25 year olds still believe in the traditional work ethic, compared to 39 percent for all workers. And a 1977 World Youth Survey found that the United States had the highest percentage of youth (81 percent) preferring a tough, busy job with responsibility to an "easy" job.

Fundamental pride in work is still important to young Americans. The problem may be simply that young people, like most of us, often respond to dull, undemanding work by not taking it seriously.

The job market of the 80's

The difficulties facing job seekers—the sellers of labor—is one part of the problem. On the other side of the youth employment equation are the concerns of future employers—those who want to buy labor in the market place.

A look ahead suggests five important factors affecting both sides of the youth employment equation.

1. A shortfall in the number of youth jobs, particularly youth jobs with a built-in career ladder.
2. A mismatch between employer needs and employee skills—skills which include both basic educational and work skills.
3. Incompatible expectations, often resulting in frustration and withdrawal by both employers and by the youths they have hired.
4. An increased number of those young people who have the most serious employment problems.
5. Changes in the economy which will change the type of jobs available in the 80's.

These five conditions will not appear suddenly in the 80's—they already exist in today's labor market. But without remedial action they will get worse during the next ten years.

Maturing of the post industrial economy

The traditional pictures of American workplaces include the foundry, the factory, and the automobile assembly line. But now the office has earned equal billing, and by the late 80's the traditional picture will have more of a place in memory than in fact.

Our post-industrial economy is one which is dominated by service and white collar jobs, and one in which technical and management skills are prized:

Changing Job Patterns In The Post Industrial Economy

	Industrial Economy	Post Industrial Economy
Sector	Manufacturing	Service, Commerce, Transportation
Basis for Hiring	Practical Skills	Education
Education Required	High School Diploma	Post-Secondary Training
Basis for Advancement	Seniority	Management Skill
Proportion of Managers	1 out of 20 Jobs	1 out of 4 Jobs
Typical Work Force	Primarily Blue Collar	Primarily White Collar

- Over the past 30 years, the number of service-producing jobs has climbed by 135.7 percent, compared to the 37.6 percent growth in manufacturing jobs;
- The U.S. Department of Labor estimates that a total of 66.4 million new jobs will open up between 1978 and 1990—49 million will be white collar and service jobs; only 16.2 million will be blue collar jobs;
- Professional and managerial positions make up an increasing proportion of American jobs—they now account for 1 out of every 4 jobs; as recently as 1965 they only accounted for 1 out of every 12 jobs.

What are the consequences of these changes for youth employment? First, they imply that upward mobility will follow a new route.

In an industrial firm, people can work their way up inside the firm from entry-level jobs to well-paid senior production or management positions. Many service sector firms, however, are white collar, office-oriented and technical. They include banking, engineering and computer software, as well as maintenance, kitchen and resort employment.

A service firm often has a much more stratified labor force than a manufacturing firm; entry-level positions very rarely lead to top jobs, and vacancies are often filled from outside the firm. The work demands conceptual skills, like the ability to use symbols and abstractions. Communication and technical skill are the keys to advancement and so promotion depends more on education than on seniority.

The white collar industries of the 80's will substitute the title of "processor" for "assembly line worker." If the prototypical product of an industrial firm is the automobile, the prototypical product of the service firm is the written report.

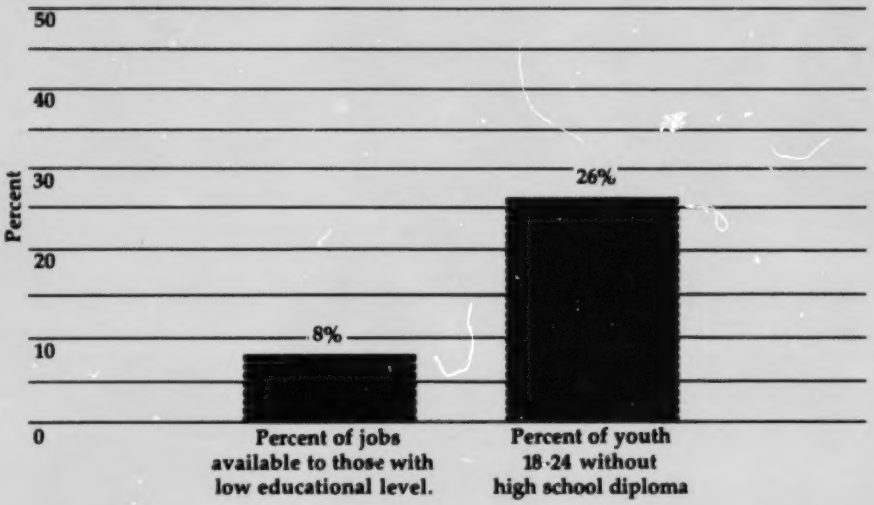
The discipline of the workplace is also changing, and a premium is placed on independent initiative. Youth and their parents, guidance counselors, employers and the government will all have to shift their focus from factory to office. A young person who plans to pursue the industrial model in the service-oriented 80's may be in for disappointment.

Want ads of the 80's

The demand for workers in some occupations, all listed as growth occupations in the 60's—for example, secondary school teachers, keypunch operators and compositors—will actually *decline* in the 80's. As the economy changes, so will the character of entry-level jobs:

- the number of self-service gas stations is expected to grow in the 80's. Every time a gas station converts to self-service, about three jobs are lost—jobs usually filled by young people;
- the fast food industry is expanding and is a major employer of youth. While most young people work at one of these restaurants for only six to nine months, the aggregate effect is significant. Some analysts predict that by 1985, one-third of all minority youth who have worked will have done so at a fast food restaurant.

The Job Mismatch
1970



Source: Ivar Berg et. al, and Bureau of the Census (See Appendix 12)

The changes in want ads reflect a much more profound set of changes occurring in the nation's economy. (See Appendix 8 for a more detailed listing of the anticipated demand for 175 occupations in the 80's.)

Illiterate in the computer age

At the same time that jobs are becoming more technical, requiring increasingly sophisticated communications skills, more young people are reaching maturity short on basic skills and even shorter on experience.

The number of employers who require a high school diploma for entry-level jobs will increase dramatically in the 80's. In 1950, 34 percent of all jobs were available to young people entering the labor market without a high school diploma. By 1970, only 8 percent of jobs in the economy were open to the 26 percent of American youth with low educational levels—11 years of school or less.

An understanding of the mismatch problem is central to an understanding of the problems youth will face in the 80's. As Reverend Leon Sullivan of Opportunities Industrialization Centers (OIC) has said, "We are facing a space-age economy, but offering our young people horse and buggy preparation."

Paradoxically, more and more young people are pursuing post-secondary education either in college or in vocational education and training programs. But these tend to be the young people at the top of their class. Their classmates who have been less successful do not have these options; the young people at the bottom of their high school class are falling further behind.

Four facts highlight the education dimensions of the mismatch between employers' requirements and the preparation of youth for jobs.

1. Between 1950 and 1970, the proportion of young people aged 18 to 24 without high school diplomas dropped from 47 percent to 26 percent.
2. But for many who stay in school, achievement levels have fallen.
3. Seven times as many resources are spent on education and training for the economically disadvantaged young people who can get into college than is spent on disadvantaged young people who drop out of school.
4. Although the federal government devotes a substantial amount of dollars for education, relatively few of those dollars are available for disadvantaged young people in junior and senior high school.

For many young people there is an even worse obstacle to employment: illiteracy. As will be discussed in Chapter III, being a high school graduate is no guarantee of literacy. The U.S. Army reports, for example, that while they are accepting a higher proportion of high school graduates, they find an increasing percentage of enlistees who are not literate.

The big picture: long-term economic trends

A policy for the 80's must take into account the major forces changing the economy and the shape of labor markets. Four of these forces are of particular note.

1. *Aggregate demand and slow growth.* The 60's and early 70's were times of rapid economic growth. During the last few years (1973 to 1978), the economy has grown at an average rate of 2.5 percent. However, a trend of slower growth is likely as we face profound adjustments in the international economic order, limited energy supplies, inflation, and the movement from industrial production to services.

The resulting labor market softness allows employers to be more choosy. While it would be inappropriate to propose that youth be given preferential treatment in private hiring, or that they move ahead of their parents in the hiring queue, we must ensure that the hardship resulting from the economic slow-down does not fall disproportionately on a group already carrying a heavy load.

2. *Immigration.* The United States is a nation of immigrants. Our history books describe immigration as a phenomenon of the late nineteenth and early twentieth centuries. We think of the Irish, Italians, Poles, Jews, Scandinavians and English arriving at Ellis Island and fanning out to Baltimore, Pittsburgh, Cleveland, Chicago, New York and Boston, where they contributed to the enormous growth of the American economy, particularly in the manufacturing sector.

However, since 1970, there has been another upsurge of immigration, particularly from countries in the Western Hemisphere. Immigrants have come from the Caribbean—the Dominican Republic and Haiti—and they have come from Cuba and Mexico.

Hispanic immigrants, as well as Hispanic migrants from Puerto Rico, have moved to Los Angeles, San Diego, Houston, San Antonio, Albuquerque, Miami, New York and Chicago.

Accurate data on the number of Hispanics are controversial and difficult to compile. But we do know that the Hispanic population is growing more quickly than other populations. It is also younger, as reflected in the median age of Puerto Ricans—20—compared to the median age of the U.S. population as a whole—29. Unemployment rates are high, too: the unemployment rate for Hispanic youth is 16.4 percent and it is even higher among large subgroups of the Hispanic population, particularly Puerto Ricans.

The increased presence of young Hispanics has had two primary effects. First, Hispanic student populations in some school systems have become significant: according to school officials in Los Angeles and Hartford, the student bodies there are now over 35 percent Hispanic. School systems already strapped for resources often have difficulty trying to respond to the special needs of these students, especially those who speak little English. Second, while Hispanic and Black young people represent only 19.7 percent of the youth population, they represent 29.4 percent of unemployed youth. These groups face the most difficulty in the labor market, and are the workers which the market is the least likely to absorb.

In addition to the new wave of immigration and migration there are undetermined numbers of undocumented workers in the country. Estimates on the percentage of undocumented workers in the U.S. labor force range from 2 percent to as high as 10 percent.

Recently, we have also experienced an influx of Indo-Chinese refugees. These young people suffer language barriers to employment. They have other special problems, too, due to the sudden and traumatic circumstances that led them to come to America, a culture vastly different from their own.

3. *Changing role of women.* At the height of World War II, when women were actively recruited into the work force to replace men fighting overseas, only 36 percent were working, and as recently as 1970, only 43 percent of women were employed. But today, 51 percent of adult women in the U.S. are working outside the home. The increase in the labor force participation of women includes young women, too. Seven out of ten women aged 20 to 24 are now in the labor force. This change not only affects the demand for goods and services, but also increases competition for entry-level jobs.

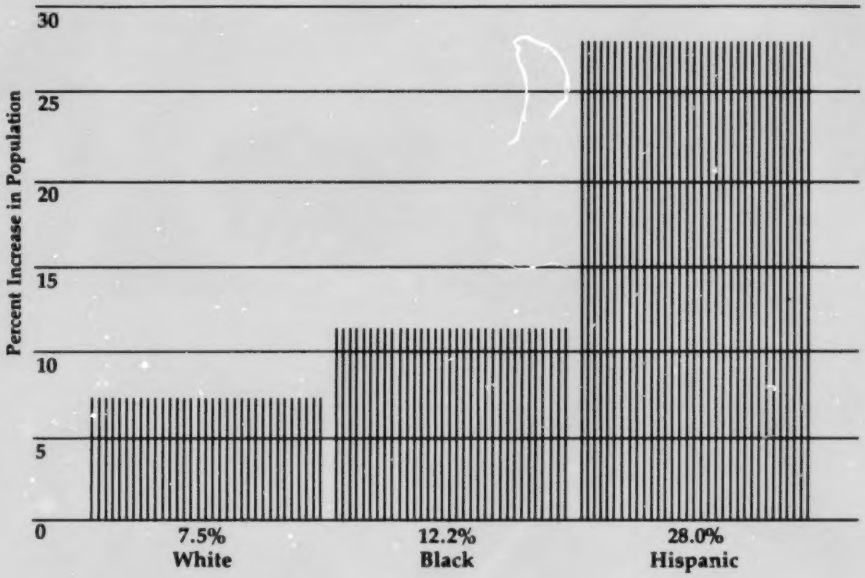
Yet, despite this explosion in labor force participation, women of all ages continue to face significant occupational segregation. Among young working women aged 16 to 19, 70 percent are working in clerical or service jobs.

4. *Changes in the family.* In the 1950's about 37 percent of the households in America included a father who worked, a mother who stayed home and children under 18. Today, that picture applies to only 16 percent of American households. More single individuals are living alone, provider roles in the family are shifting, and lifestyles are changing dramatically. This will affect consumer buying habits and the demand for and availability of services in the 80's.

These four economic trends will alter the shape of the American economy, and with it the supply and demand for labor.

It is clear that the problem of youth unemployment could get worse, leading to the paradox mentioned before: fewer young people in the 80's, but more young people who will have a hard time finding jobs.

Population Growth Rates
1980-1990



Source: Bureau of the Census and Task Force (See Appendix 12)

III. Reading, Writing, Arithmetic

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Beyond the little red schoolhouse

Americans traditionally have expected a great deal from public education. For successive generations of Americans, schools meant the opportunity to capture a share in the American dream. Today, surveys show that poor and minority Americans value education even more than middle-income people do.

High school students who can't read

The general educational level has been rising steadily since World War II. In absolute terms, more people can read and write than ever before. There has been progress.

Yet despite this evidence of progress there is a recognition among parents, business leaders, young people and teachers that the American school system must do a better job.

The steady and highly-publicized decline in Scholastic Aptitude Test scores is the best-known manifestation of what is often described as a crisis in achievement. And the SAT's only tell us about the 40 percent of our young people who are college bound; for the rest, the data highlight a far more dismal picture.

According to a recent Ford Foundation study, it is estimated that as many as 57 million—nearly one in four—Americans lack the skills necessary to perform basic tasks. Of these, 23 million lack competencies necessary to function in society. Another study designed to measure levels of functional literacy among 17-year-olds was completed recently for the United States Office of Education. In that study, youngsters had to be able to perform correctly three-quarters of a set of tasks to be identified as functionally literate. This included such tasks as following simple written instructions, reading a bill or check or identifying the date for payment on a traffic ticket. The study suggested that nearly 10 percent of all our 17-year-olds, and over 40 percent of all Black 17-year-olds, are functionally illiterate.

These are not isolated pieces of evidence. The falling scores of high school graduates on armed services entrance exams, mentioned earlier, are another example. And at one Illinois utility, 60 percent of the applicants fail the employment exam, as do 90 percent of those seeking employment at a major employer in the Hartford area.

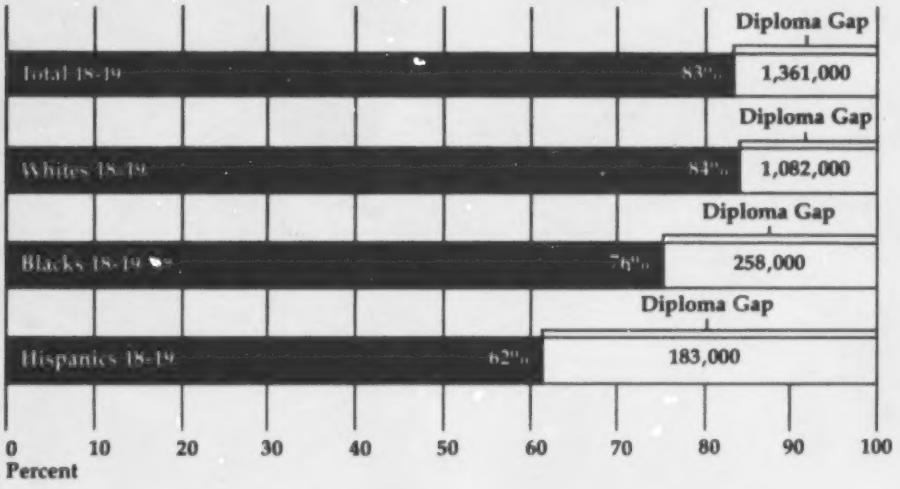
At Task Force Roundtables around the country, employers told the same story—that a high school diploma no longer is a good indicator of the skills of job applicants. High school students can't even fill out application forms correctly. Employers say their concerns are not about whether young people have been trained for specific jobs. What they do want, and must have, are employees who can add and subtract, read and write.

Dropping out

A young person who graduated from high school last year has about a 9.4 percent chance of being unemployed. But for his friend who dropped out, the chance rises to 20.5 percent.

Employers may not think highly of high school diplomas these days, but they think less of a youngster who hasn't even earned that.

The Diploma Gap
1978



■ **Percent high school graduates**

□ **Diplomas necessary for 100 percent graduation**

Source: Bureau of the Census (See Appendix 12)

Reliable statistics on the number of school dropouts are notoriously hard to obtain, but most studies suggest a national dropout rate of about 13 percent. And in big cities the rate is much higher. A recent survey by the Chancellor of the New York City Schools reported a dropout rate of 45 percent. (This finding was challenged by the American Federation of Teachers, who suggested that this figure overstated the problem.) Other studies estimate that among poor minority youth in the central cities, less than one in three completes high school.

The fact remains that two out of every ten white 19-year-olds do not have a high school diploma; one out of every four Black 19-year-olds does not have one.

For Hispanic youth, members of the nation's fastest growing minority, the dropout rates are even higher. Two out of every five Hispanic 19-year-olds lack a diploma. In New York City 80 percent of Puerto Rican youth drop out of school. And young Hispanic women have the poorest graduation rate of any group among the nation's youth.

The glimmers of hope

The picture we have seen is not a bright one. But educational quality can be improved, and the dropout problem can be ameliorated, as has been demonstrated in a number of ways:

- Under Title I of the Elementary and Secondary Education Act of 1965, the federal government provides funds for compensatory education programs in school districts across the country. Title I is the major federal vehicle for upgrading basic skills, funnelling dollars into elementary schools with great effect. The overall achievement of disadvantaged youth in elementary grades has improved dramatically in the past 15 years, and the achievement scores of Black children are now approaching those of white children.
- Some of our public school systems have been developing productive linkages with the businesses and industries in their communities in order to offer sound employment programs such as cooperative education and work experience, and to improve job placement assistance. These combined academic/work programs have been successful. In Baltimore, for example, business has joined with the schools in co-sponsoring a project to teach economic education and to increase students' awareness of the world of work, as well as participating in a dropout prevention program.

• For teenagers and young adults who have dropped out of school, the Job Corps, run by the U.S. Department of Labor, has provided a successful alternative since 1965. Job Corps centers are residential, and basic academic skills are at the heart of the educational program. The program has been effective in serving youth who are poor and unemployed and can provide special help for those who suffer from poor health, learning disabilities or the handicap of court records.

The Job Corps formula is tailored to the most disadvantaged—those who have left conventional education behind them. The program is individualized and self-paced. Although the average tested achievement at entrance is at the fifth grade level, one participant in six earns a General Equivalency Diploma (GED), and one in ten goes on to college. Over 85 percent of Job Corps graduates go on to a full-time job, college, advanced vocational training or military service.

• Under the Youth Employment and Demonstration Projects Act of 1977 (YEDPA), the Carter Administration has experimented with an ambitious program called "Entitlement," which guarantees a job to any young person from a poor family who agrees to stay in or return to school. At 17 sites, from rural Mississippi to urban Philadelphia, the idea that a guaranteed job will motivate disadvantaged kids to succeed academically is being tested. The results to date are encouraging. At each site, we have evidence that dropouts will complete their education in an alternative setting and if they can work to earn some of the money they need.

• The Armed Services also have an extensive record of educating disadvantaged youth. As we have moved from a conscripted to an all-volunteer Army, the composition of the armed services has changed. Soldiers are younger and less well prepared. In response to the low academic skills of recruits, special remedial programs have been developed by the Army. These programs do not always succeed—"the Army is not for everyone"—but they succeed often enough to show that it can be done.

What is the key to the effectiveness of these efforts? The programs are straightforward, self-paced, and tough. Recruits are taught at their proper level, but they are *expected* to learn and to work hard.

What about vocational education?

In places such as Hartford and Houston, employers told the Task Force that even though they don't always expect vocational schools to keep up with the latest technological changes, they prefer to hire the graduates of these schools. Why is this?

Again, we are faced with a paradox, but this time there is a key: vocational schools are good at doing many of those very things which the Task Force has identified as being central to running effective programs. They link learning with doing and they spell out their goals in ways which both students and parents can accept and understand.

Vocational schools incorporate the learning of reading and writing into their training in actual job skills, so that the participants can see the connection between the ability to read and doing good work.

How the public schools can work

The Task Force has learned that educational systems can work. What, then, are the elements common to the efforts which are successful?

The principal supports the efforts. A recent study of change in schools highlights the importance of the principal's leadership in supporting school improvement.

Testimony from the New York City school system reinforces the importance of the principal's role. That school system found that instructionally effective programs in schools serving poverty populations were characterized by clear goals and strong leadership by the principal.

The teachers get involved. A study done several years ago examined the question of educational innovation and why some programs last while others disappear after the initial excitement wears off. This study concluded that teacher involvement is absolutely essential.

Recent studies of those schools which have defied the probabilities—that is, schools which teach those young people who are supposed to be hard to reach—have told us that schools are most effective when staff is involved in all aspects of a student's learning. This means teachers must care about their students and must know what they are doing, but it also means they must participate in making decisions about discipline codes, course offerings, career planning, and evaluation. They must share in students' total learning.

Teaching basic skills in high schools. One reason that students leave high school without basic reading and writing skills is that they entered high school with deficits in the basic skills. However, federal compensatory education efforts have bypassed the secondary schools, although the teaching of basic skills in the secondary schools has great potential for success.

In fact, a study of state compensatory programs for adolescents indicates that these programs might be even more effective than compensatory programs in the elementary grades.

We also have increasing information about techniques which would increase the effectiveness of basic skills instruction at the secondary level. Recent efforts indicate the promise of introducing reading instruction into subject-matter classes at the secondary level.

Junior high schools. Recent testimony before the House Subcommittee on Elementary, Secondary and Vocational Education indicates that education for early adolescents in this country is in a state of change. Very few studies of junior high schools exist, but there is evidence that the problems of school violence and vandalism are more acute at this level. The problems of high school students have their genesis in early adolescence. Students with low literacy skills in high school were probably low achievers in early adolescence as well; thus, it follows that efforts to prepare students for employment should begin early and remain consistent throughout the secondary school years.

The rich resources of the community are tapped. Schools also benefit when the community is informed about what they are doing. When the community and community groups help to define the goals of education, they can then share in seeing them properly funded and supported. When the communities and community-based organizations form partnerships with schools in cooperation with unions and business, the rewards can be ample.

The community—its museums, social agencies, playgrounds, parks, factories, and hospitals—is in itself a great resource which can enhance the effectiveness of classroom learning.

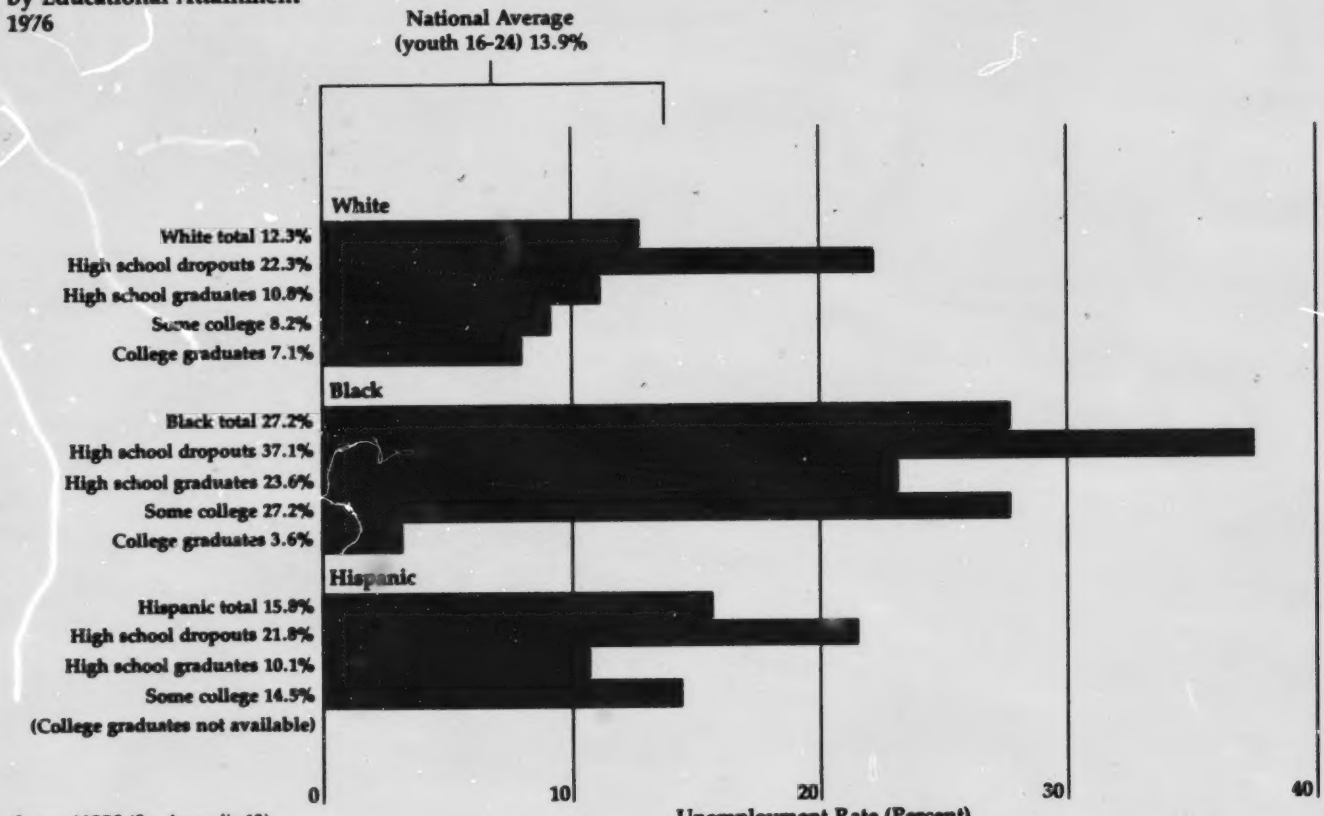
Alternatives to traditional classrooms are available. When asked why they have dropped out of school, the great majority of young people offer what should be the obvious answer: to get away from school. For many teenagers, large high schools are too impersonal and socially threatening to serve as comfortable learning environments. For others, pure textbook instruction is too far divorced from what they are best at: hands-on activities. Still others leave because they feel unsuccessful and alienated.

If we want to do something about the dropout problem we must be ready to expand our old concepts of "high school."

Alternative schools provide one possible answer. In one Massachusetts city, for example, high school students can choose from seven alternative schools run by the school department itself. And in many other communities, schools are using new resources to develop individualized, self-paced programs.

Valuable lessons about the effectiveness of alternative education have been learned from the Entitlement programs established under YEDPA. In several cities disadvantaged youth who have been turned off by traditional urban high schools are getting a second chance to prepare for the transition from school to work.

Youth Unemployment by Educational Attainment 1976



Source: NCES (See Appendix 12)

In Boston, for example, participants spend alternate weeks in school and in on-the-job training programs. They receive counseling, remedial academic and career-related instruction while holding paid jobs at worksites in the health and technical fields, human services, and the performing arts.

Linking these real world experiences to education has led many potential dropouts to complete high school.

Work and school are mixed. Recently, the Task Force received results from some educational longitudinal studies started in 1967. These studies conclude that young people who attend high school and work at the same time do better after graduation than those who only go to class.

This confirms what people in vocational education have been telling us for a long time. First, many students perform better in school when they also have a chance to earn money. Second, the work experience itself is a form of learning. It is more effective to teach how to dress for interviews, how to follow specific directions, or how to behave while on the job by making reference to the way these things are actually happening on the job.

Third, the worksite offers a unique way to learn skills and concepts. Watching a fellow mechanic refer to written manuals may stimulate a youngster who has been disenchanted with reading to pick up a book. In rural Georgia, students in a career education program are being taught math using only the tools, measurements and procedures used on the job.

For many youth, learning by doing is the optimum style, the best way to learn. Schools which link classrooms and workplaces are the schools of the 80's.

Discipline and order are maintained. This is a prescription easier to propose than to carry out. Studies of good schools have shown that they invariably are places which:

- are well-managed
- have discipline codes which are tough and are enforced
- have strong leadership by staff, administrators and parents.

In a 1979 Gallup Poll of attitudes towards public education, discipline was overwhelmingly described as the major concern. The symptoms of its absence are only too evident: vandalism, drug use and fights. If education is going to get better, schools must be able to restore discipline.

Everyone is held accountable. Somewhere, amid the concern about "accountability," tax caps," and "minimum competency testing" there is an important principle. Unless our young people are held to account for what we expect of them, they will not learn. Unless teachers are somehow accountable for educational progress, we cannot expect its quality to improve. Unless schools are held accountable to the community around them for their unique responsibility, we cannot expect the community to support what goes on inside their walls.

Employers know what they are getting. The high school diploma has, in the opinion of both the general public and employers, taken a beating in the 70's. Right now an employer has a difficult time telling whether a young applicant's diploma certifies anything beyond completion of 12 years of attendance.

Wherever high schools and job training programs have developed reputations with local employers for giving young people real skills, placement records are excellent.

IV. Building a Resume When There Aren't Enough Jobs

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The best way to find a job is to have a job

Getting a job depends on where you live, what you have learned, whom you know and, above all, what you have done. You also need to know what jobs there are to get.

Statistics tell us that more Americans were employed in 1979 than ever before. The same statistics also tell us that one out of every seven young people looking for work can't find it. For them jobs are all too scarce no matter how optimistic the overall employment picture may be.

Having a first job really improves a young person's chances of getting the next job and a next. Even for those who are still in school, having a part-time job will make it much easier to find and keep a job after graduation. A teenager in St. Louis may neither understand nor care that she's having trouble finding work because she's competing in a "labor market with a shortfall in aggregate demand." Because she has few skills and meager work experience, she keeps applying for jobs she never gets.

At each stop along the way, potential employers question her experience, her reliability and even her trustworthiness. She has no references, nobody to vouch for her who can ease the doubts of potential employers. Until she can get the kind of experience employers respect, she will be the last one hired and the first fired.

Having a job improves the chances for future employment in other ways, too. Young people who get some work experience learn about different kinds of jobs and where to look for them; a job itself is an opportunity to make informal contacts with people who can help land a better job later on. Those who have never worked are likely to have only haphazard information about available jobs. They lack the contacts who can improve access to the work world.

Whether the unemployment rate is high or low hardly matters. Even in a booming economy, teenagers who have never worked will lag behind those candidates who already have some job experience. For them there is an experience gap.

Paradoxically, there often are more jobs out there than the novice job seeker dreams of. In cities like Birmingham, Los Angeles, and Chicago, employers complain of not finding people to fill many of their vacant jobs. While thousands of our youth wrestle with unemployment, some vacancies actually go begging. But in filling them, employers aren't only looking for sound basic skills—they're looking for credible work experience.

Credible work experience does not include temporary work, or jobs like baby-sitting, yard work, or carwashing. These jobs don't provide useful references and build no credible resume. They look unsubstantial on the record—employers don't take them seriously.

That's why the experience gap can be as devastating for young people as their lack of basic skills. They see jobs they know they could do—if they only got a chance.

Catch 22

Because each of these problems reinforces the other, together they constitute a kind of Catch 22; it's difficult to get a job when you don't have work experience that means anything.

Some people joke that the only way to get a loan is not to need one. In employment, the experience gap works the same way. To get a job young people have to demonstrate employment records which are reliable and which reflect diligence—and to do that, they have to be employed.

Catch 22.

Where are the jobs?

In our economy, the overwhelming majority of the jobs—80 percent—are in the private sector, in businesses both large and small.

Nearly 80 million people, making up 80 percent of our work force, are employed in the private sector. And private companies, large and small, will contribute nearly 100 percent of the projected net job growth in the 80's.

We must turn, then, to private employers as we think about where the youth of the 80's will work. There are hundreds of thousands of companies in the United States. The large companies—with more than 500 workers—employ about one quarter of the American labor force. And a full 55 percent of our workers are employed in small companies.

Private employment offers occupational diversity, good pay, and perhaps most importantly, the opportunity for advancement—the upward mobility which is the hallmark of the American dream.

It took awhile

Recently, the importance of involving the private sector in the planning and delivery of employment programs has been more clearly recognized in federal policy.

The Carter Administration has established Private Industry Councils (PIC's) to help with the operation of federal employment programs. The Private Sector Initiative Program is now getting off the ground. The PIC's and the Targeted Jobs Tax Credit program are designed to expand private sector involvement in CETA programs. They ensure that the needs of private employers are recognized and taken into consideration when planning all employment and training programs, including those for youth.

There are problems, though, in trying to move young people into the private sector, especially those who are disadvantaged.

You can't get there from here

For many disadvantaged youths, jobs are in the wrong places. Private sector firms are leaving many of the communities where they live.

This leaves young people separated from jobs both socially and geographically. Their own communities provide fewer and fewer opportunities to get started in the world of work.

These days new jobs in the private sector are developing fastest in small businesses like drafting firms and moving companies—the type of businesses which are getting harder and harder to find in the poor sections of our major cities, and which have always been scarce in rural areas. Many of the young people living in suburban communities will find work in these sorts of settings; however, in the big cities where large proportions of the youth population is unemployed, those who have jobs most often work in the subsidized wing of the public sector.

Thus, even though the work of the Task Force has highlighted the goal of nuturing youth for eventual private sector jobs, the only immediate mechanism available to overcome the experience gap for many is in the public sector—in public service jobs.

Public service work experience: real work, not make-work

Where there are no jobs, or where employers will not hire young people with certain characteristics, the only solution to joblessness is public sector job creation.

When it includes training opportunities and good supervision and planning, public sector work experience is an important part of an overall strategy for overcoming youth employment problems.

And we have learned a great deal about how to make these programs work. Wherever the Task Force found successful public job programs, whether in Manchester or Little Rock, one lesson became clear: make Public Service Employment (PSE) jobs just like jobs in private industry. This means:

- The jobs have to be real jobs, demanding hard work; the kids should sweat and feel tested so that by day's end they will leave with a sense of accomplishment.
- Supervision must be close and rigorous. Young people are not helpless; they can rise to a challenge—they're tough. Kid-glove treatment is unnecessary. A supervisor should be strict and set high standards. Young workers should be expected to perform at the peak of their abilities; rewarded when they do, reminded when they don't. Private employers, young people themselves, and program operators all agree that the quality of the job depends on the quality of the supervision.

Good Public Service Jobs for Young People

- ☐ **Electrical Helper**
- ☐ **Roofer Apprentice**
- ☐ **Dark Room Worker**
- ☐ **Medical Records Clerk**
- ☐ **Diet Kitchen Aide**
- ☐ **Nurse's Aide**
- ☐ **Physical Therapy Aide**
- ☐ **Furniture Assembler**
- ☐ **Furniture Repairer**
- ☐ **Printing Machine Operator**
- ☐ **Computer Programmer Trainee**
- ☐ **Computer Electronic Technician**
- ☐ **Elderly Home Care Aide**
- ☐ **Heating, Air Conditioning and Ventilation Apprentice**
- ☐ **Carpenter Trainee**
- ☐ **Weatherization Trainee**
- ☐ **Housing Rehabilitation Trainee**
- ☐ **Medical Photographer Trainee**
- ☐ **Medical Laboratory Trainee**
- ☐ **Set Designer Trainee**
- ☐ **Nursery School Aide**

- The work must result in a concrete product, something of genuine value to the community. Rehabilitating housing meets an obvious community need; taking attentive care of the elderly provides real service. Each community seems to have a long agenda of tasks like these—work that is needed and often would never be done otherwise. Young people who can see that their work contributes something to their neighborhood feel confident, proud of themselves. A community which sees its own restless street kids produce something of value responds with a new respect; this reinforces the young peoples' own good feelings and sense of dignity.

Good jobs

- In Albuquerque, young parents run a day care center which does double duty as an alternative school where they receive skill and basic academic training themselves.
- In Portland, Oregon, teenagers rehabilitate homes purchased by the city at minimal cost, which are then re-sold at a reasonable cost to low-income and elderly families.
- In Michigan, youths planned and are converting an unused dam into a money-making producer of hydroelectric energy.
- In New Haven, dozens of agencies support a rehabilitation project in which skilled union craftsmen supervise young workers. The quality of the work is high, and when they complete the

program these young people are ready for apprenticeship positions with the local construction industry.

- In Arizona, young people build and sell solar panels and pay their own wages out of what they make.
- The Open Road Program in California sponsors enterprises run by youth including tire recapping and agricultural production projects.

Local ingenuity, high expectations, and real needs: combined, they make things work. The results: good jobs.

The challenge of the 80's is to make existing institutions work better, not to spawn new ones. This means relying on the resourcefulness and independence of the local communities which have, after all, the clearest sense of what will or won't work for them.

What about business?

The experience gap for disadvantaged youth can't be bridged without public work experience programs, and the private sector must play an essential role in shaping them. Large and small companies across the country have rallied to deal with what they acknowledge as a national crisis. One thing the private sector can do is provide jobs—sound career opportunities for the graduates of our schools and our public training programs.

But many companies do even more than this—they reach out to give kids basic work experience—a chance to acquire good work habits and skills.

The David-Edward Furniture Company in Baltimore participates in that city's Entitlement Program. Young enrollees get training in upholstery and in furniture construction—real skills. This company made a big investment in the 10 Entitlement participants they trained, providing supervisory time and other benefits.

The investment paid off. Seven Entitlement youths already have been so well prepared that they got jobs—three of them with the David-Edward Furniture Company. The three younger participants are still in training.

In Minnesota, the Control Data Corporation (CDC) hires and trains Job Corps enrollees as computer operators and customer engineers. Each participant goes through CDC's own advanced training program, plus gets work experience in regular operations. The result: 100 disadvantaged young people who never would have dreamed they could have such a career are getting a chance to prove themselves—in entry-level jobs with salaries starting at $12,000 and going to $15,000 within two years.

There are other employers who offer work experience to young people—helping youth build good resumes.

Narrowing the gap

Young people about to enter the job market need to know how to read with comprehension, to write sentences which make sense and handle numbers without panicking. They need to be able to perform at the level we expect for all literate Americans.

But to compete for the good jobs which lead to careers, a young person must also have sound work habits, a track record of reliability, and a credible resume.

The resume is the fourth "R," part of the complete package the youth of the 80's will need. Those without it will find the prospects of finding work even dimmer as the 80's unfold.

V. What Works

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The roots of federal commitment

The federal government has been grappling with youth unemployment since the Great Depression. Before then, most people were concerned about getting children *out* of the factory and with protecting the health and welfare of those who had no choice but to work. The hard-won child labor law victories attest to their success in addressing these concerns.

During the 30's, however, nearly a third of the unemployed were young people, and it was no surprise that the White House and Congress experimented with a variety of ways to put young people to work. Elements of programs they devised can still be found in today's youth employment programs.

Some played important parts in our history, particularly the Civilian Conservation Corps (CCC), in which young people worked in forests and on land reclamation projects and the Work Projects Administration (WPA), which has left its enduring legacy on the American landscape in the form of bridges, dams, courthouses, libraries and high schools. The National Youth Administration gave young people jobs with relief agencies, municipalities, and schools.

As the economy slowly pulled out of the Depression and with the advent of World War II, there was no longer a "problem" of what to do with unemployed youth. The early emergency programs were phased out.

The 60's and 70's

We rediscovered youth unemployment during the 60's, when the problem was made painfully clear by the upheavals in our cities. This disruption gave birth to a new round of initiatives to solve that problem. Some, like the Neighborhood Youth Corps, have been substantially transformed. But others, like the Job Corps, have survived and will be an important part of a youth policy for the 80's.

Today a host of federal agencies are active in helping young people prepare to find jobs. The Department of Education provides money to colleges and local education agencies, which they in turn use for student support, teacher training and curricula development.

The Department of Housing and Urban Development supports housing rehabilitation, neighborhood revitalization and other programs which create job opportunities for youth, and which benefit them in other ways, too. The Department of Commerce, through the Economic Development Administration, underwrites other community development projects which provide jobs for young people. The Defense Department is one of the nation's largest employers of youth. Nearly a half million young men and women enlist in the Armed Services each year.

What are CETA and YEDPA?

In 1973, the Comprehensive Employment and Training Act reorganized all federal employment and training programs, whether for young people or adults, into one structure. The resulting program is best known under the acronym CETA.

The idea of CETA is to decentralize responsibility for employment programs, giving control to local people who live closest to the problem of unemployment and who know best what their community and their young people need. In local jurisdictions throughout the country, CETA offices run a range of employment and training programs reflecting local needs and capacities. Federal money may serve as a catalyst, but it's local energy that makes things go.

By 1977 unemployment rates for young people were pushing upward rapidly. The Carter Administration proposed, and the Congress passed, a special youth employment initiative known as YEDPA. YEDPA is the federal government's principal weapon for fighting youth unemployment.

YEDPA itself includes four different programs—one to conduct community improvement projects, one to assist in the development of career skills, one to encourage young people to stay in or return to school and one modeled after the old CCC.

How YEDPA works

YEDPA programs are run by a "prime sponsor"—a city or county of 100,000 people which operates its own CETA programs (the governor is responsible for programs in the rest of the state). Most YEDPA dollars are channelled directly to prime sponsors. In October 1979, there were 473 of these prime sponsors. Prime sponsors can recruit, train and place the unemployed themselves. Or they subcontract with a variety of local agencies and community organizations to provide these services.

The YEDPA programs themselves usually involve a mixture of three elements: 1) counseling, testing and other career guidance; 2) remedial or skill training; and 3) paid work experience either in non-profit or government agencies.

Youth must be eligible to participate in a YEDPA program—which may involve anything from a job referral to computer programming training combined with a return to school. Although eligibility criteria vary, low-income and unemployed young people generally are the ones who qualify for YEDPA.

Street-level YEDPA

All over the country community-based organizations, local governments, and other associations of citizens have brought the promise of YEDPA into being and are making it work.

In Tacoma, young people run their own printing business to make a profit which is then plowed back into the presses.

In Baltimore, CETA funds were used to create Harbor City Learning Center, a fully accredited school which uses the city as a classroom.

In Los Angeles, the Watts Labor Community Action Program is rehabilitating homes that might have been torn down.

In Boston, an alternative school program has been pieced together from several YEDPA programs and offers an unusual blend of basic education, community conservation, and private sector employment programs.

There is an interesting YEDPA program in Syracuse, New York. A combination of local leadership and creative management has allowed Syracuse to serve more of its youth than any other city in the nation. Many different approaches are being used including entitlement, youth service, and youth entrepreneurship. The YMCA, Agricultural Extension Service, New York Air National Guard, a local repertory company, and a neighborhood senior center, among others, have joined with local government to make the Syracuse effort truly community-wide.

Our policy for the 80's will be stronger and richer because of the efforts in places like Syracuse.

Consolidate and simplify

YEDPA is a complex and ambitious set of programs.

Most prime sponsors operate as many as 16 different categorical programs, each of which in turn may be funding dozens of separate program services. Thus, at any one time even a small prime sponsor may have in force as many as several hundred contracts with other agencies. These contracts may be for a few thousand or for hundreds of thousands of dollars.

Each program, however, has its own application form. The forms are often confusing, particularly to those young people who are semi-literate, and the income criteria vary from program to program. An 18-year-old who is a high school dropout may qualify for one program but not for another.

The Villain of Complexity: 56 Reports

1. **Title IIB** 1st quarterly Financial Status Report
2. **YETP** 1st quarterly Financial Status Report
3. **YCCIP** 1st quarterly Financial Status Report
4. **SYEP** 1st quarterly Financial Status Report
5. **Title IIB** 2nd quarterly Financial Status Report
6. **YETP** 2nd quarterly Financial Status Report
7. **YCCIP** 2nd quarterly Financial Status Report
8. **SYEP** 2nd quarterly Financial Status Report
9. **Title IIB** 3rd quarterly Financial Status Report
10. **YETP** 3rd quarterly Financial Status Report
11. **YCCIP** 3rd quarterly Financial Status Report
12. **SYEP** 3rd quarterly Financial Status Report
13. **Title IIB** 4th quarterly Financial Status Report
14. **YETP** 4th quarterly Financial Status Report
15. **YCCIP** 4th quarterly Financial Status Report
16. **SYEP** 4th quarterly Financial Status Report
17. **Title IIB** 1st quarterly Program Status Summary Report
18. **YETP** 1st quarterly Program Status Summary Report
19. **YCCIP** 1st quarterly Program Status Summary Report
20. **SYEP** 1st quarterly Program Status Summary Report
21. **Title IIB** 2nd quarterly Program Status Summary Report
22. **YETP** 2nd quarterly Program Status Summary Report
23. **YCCIP** 2nd quarterly Program Status Summary Report
24. **SYEP** 2nd quarterly Program Status Summary Report
25. **Title IIB** 3rd quarterly Program Status Summary Report
26. **YETP** 3rd quarterly Program Status Summary Report
27. **YCCIP** 3rd quarterly Program Status Summary Report
28. **SYEP** 3rd quarterly Program Status Summary Report

Under the Current YEDPA Legislation, program operators have been required to submit as many as 56 reports to the federal government. This is unnecessary, under the new legislation to be proposed by President Carter this number would be slashed to 14.

29. **Title IIB** 4th quarterly Program Status Summary Report
30. **YETP** 4th quarterly Program Status Summary Report
31. **YCCIP** 4th quarterly Program Status Summary Report
32. **SYEP** 4th quarterly Program Status Summary Report
33. **Title IIB** 1st quarterly Summary of Participant Characteristics Report
34. **YETP** 1st quarterly Summary of Participant Characteristics Report
35. **YCCIP** 1st quarterly Summary of Participant Characteristics Report
36. **SYEP** 1st quarterly Summary of Participant Characteristics Report
37. **Title IIB** 2nd quarterly Summary of Participant Characteristics Report
38. **YETP** 2nd quarterly Summary of Participant Characteristics Report
39. **YCCIP** 2nd quarterly Summary of Participant Characteristics Report
40. **SYEP** 2nd quarterly Summary of Participant Characteristics Report
41. **Title IIB** 3rd quarterly Summary of Participant Characteristics Report
42. **YETP** 3rd quarterly Summary of Participant Characteristics Report
43. **YCCIP** 3rd quarterly Summary of Participant Characteristics Report
44. **SYEP** 3rd quarterly Summary of Participant Characteristics Report
45. **Title IIB** 4th quarterly Summary of Participant Characteristics Report
46. **YETP** 4th quarterly Summary of Participant Characteristics Report
47. **YCCIP** 4th quarterly Summary of Participant Characteristics Report
48. **SYEP** 4th quarterly Summary of Participant Characteristics Report
49. **Title IIB** Annual Program Activity Summary Report
50. **YETP** Annual Program Activity Summary Report
51. **YCCIP** Annual Program Activity Summary Report
52. **SYEP** Annual Program Activity Summary Report
53. **Title IIB** Annual Report of Detailed Characteristics
54. **YETP** Annual Report of Detailed Characteristics
55. **YCCIP** Annual Report of Detailed Characteristics
56. **SYEP** Annual Report of Detailed Characteristics

To ensure that YEDPA funds are properly spent and that research plans are kept in mind, federal monitoring is required. While the concern for accountability is legitimate, the monitoring process as it currently stands is cumbersome. Each year, some prime sponsors must submit 56 different reports to the Labor Department on youth programs alone—some on a monthly basis.

The administrative and managerial cost of riding herd on all this paper is enormous, and the never-ending work of administration eats up time which the professional staff might be devoting to the young people themselves. Prime sponsors often must worry as much about meeting Labor Department reporting requirements as about meeting their neighborhood and community needs.

The delivery system—the collection of agencies, schools, people, and policies which, as a whole, is responsible for providing employment and training services—needs to be streamlined.

Although we can't follow Thoreau and turn our backs on the problems around us, we can follow his advice on how to handle complicated problems: simply. Through consolidation, the number of separate federal youth programs can be cut without reducing the quantity of available services. Reporting requirements can weave a web which all but immobilizes people caught in it. The red tape which snags the system can be ruthlessly trimmed.

The elements of the solution to this problem are similar to those we proposed for the schools:

- clear standards of performance—for youth, for prime sponsors, and for programs;
- standards that are enforced—with clear penalties for not meeting them;
- and equally clear rewards for doing a good job.

If the YEDPA system is to be efficient, meaningful, and accessible to youth, changes will have to be made.

What's good for the goose . . .

Programs that work in Kansas City may be all wrong in rural Mississippi. The opportunities in Watts are not necessarily those to be found in the South Bronx. A rapidly growing city like Houston has problems that are quite different from the ones in Hartford, which struggles to compete with its own suburbs.

Industries and businesses can't all be treated as if they were the same either. Some cities are dominated by factories where most employees are union members. Others have virtually no heavy industry and need people to operate word processing equipment and do systems analysis. And just as the mix of industry varies around the country, there are dramatic differences between large and small employers. In its many meetings with employers, the Task Force learned that these differences are crucial—and must be respected if public sector programs are to cooperate successfully with the private sector.

To respond to the problems of different communities we need a diversity of programs tailored to local needs. But in spite of the fact that YEDPA sponsors some innovative programs, they are all operated under one set of rules, whether you live in Nome or Nashville.

The role of the federal government

The federal government will continue to provide most of the youth employment program dollars. These will not be sufficient to tackle the whole problem, but their influence can be enormous in generating additional matching funds at the local level. The federal agencies will continue to draw up guidelines and to offer program ideas, incentives and technical assistance. And Washington will still monitor the spending of federal dollars.

The federal government can also help ensure that important new ideas and learning is shared. It can help prime sponsors replicate successful programs, as has been done all over the country in the wake of Portland, Oregon's housing rehabilitation initiatives and OIC's Career Intern Program. It can ensure that the information loop is closed and that research findings are fed back into the system, as YEDPA has done through a series of conferences which bring practitioners together with academics.

Each of the exemplary programs cited is a local product. The federal government can point in the right direction, but the fact remains that no plan is any better than the people who carry it out.

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YEDPA Report Card

Despite its clumsy name, YEDPA, the Youth Employment and Demonstration Projects Act of 1977, has been the trigger for some of the most promising and stimulating efforts in the long history of programs to do something about youth unemployment. YEDPA includes four separate programs: Young Adult Conservation Corps (YACC), Youth Community Conservation and Improvement Projects (YCCIP), Youth Incentive Entitlement Pilot Projects (YIEPP), and the Youth Employment and Training Program (YETP). (See Appendix 7 for more information.)

Size: The discretionary activity under YEDPA is 15 times bigger than the youth efforts undertaken during the 1960's. YEDPA represents a one-step increase of 60 percent in the federal budget for youth employment. YEDPA experiments have been run in all 50 states.

Over 750,000 young people have been served by YEDPA, with an average of 200,000 participants on board last year. Over four-fifths of the young people are low income—those most in need.

Impact: Already YEDPA, combined with President Carter's other economic policies, has made a significant difference. Since YEDPA was passed in 1977:

- Youth unemployment has decreased by nearly two percentage points, a 12 percent decline.
- Minority youth employment has increased by 16 percent.

YEDPA has accounted for one-fourth of all employment growth for teenagers since December, 1977 and approximately three-fourths of the growth for Black teenagers;

- Employment growth for Black male teenagers under YEDPA represents the *first* gain for these teenagers in the 1970's.

Innovation: YEDPA has achieved major innovations in employment, training and education.

- Cooperation with schools—almost two-fifths of YEDPA resources went for activities based in schools. Employment and school officials are running joint programs in many communities for the first time.
- New tools for the private sector—YEDPA has tested new hiring incentives, advanced career training and the use of intermediary organizations to provide private sector internships.
- Energy Initiatives—This includes weatherization of the homes of the elderly, the conversion of low head dams to hydro electric production, windpower experiments, and crop waste revitalization.
- Research—Under YEDPA, rigorous experiments have been conducted to determine what really works and what doesn't. As a result, many valuable lessons have been learned about how to fight youth unemployment.

Research: Studies of YEDPA are teaching us a great deal:

- We know that the costs of youth programs are offset by the worth of the products of program participants as in solar energy, weatherization and home rehabilitation projects.
- We now know that CBO's can conduct home rehabilitation projects as effectively as local governments.
- We know that there is a scarring effect on young women who are unemployed. Three years ago we weren't sure if unemployment at 17 would lead to unemployment later. Now we know it increases a young woman's chances by a factor of 5 or 6.
- We know that for many young people employment alone is not enough, and that supportive services make that employment possible. This is especially true for handicapped youth, teen parents, and juvenile offenders.

Lessons: Because of the careful work done by the Office of Youth Programs of the U.S. Department of Labor, using a Knowledge Development Plan, the lessons of the past are educating the future. Some examples follow:

Lesson 1: What works

- For dropouts, alternative education programs work. We have learned that dropouts will usually not return to the same school they left, but they will return to an alternative setting, whether run by the local education system or by a qualified community agency.
- For in-school youth, programs which combine part-time employment and education work. Programs which challenge young people part of the day with school and part of the day with work are the most effective.
- A financial incentive for local education agencies to participate in joint action with prime sponsors works.
- Young people's problems are varied; so the remedies should be, too. Skill training programs are more effective for older youth, ages 16-21, while younger teens benefit from work experience and from learning about occupational alternatives.
- Prime sponsors have targeted their programs on those most in need to a degree greater than required by YEDPA.
- The quality and experience of project supervisors is more important than the number of supervisors per participant.

Lesson 2: What doesn't work

- Large work gang projects usually don't work. These are projects where one crew boss tries to supervise 20 to 30 young people on makework assignments. These projects don't work for the young people, for the supervisor or for the community.
- The current system of administrative complexity—three separate eligibility systems and four separate plans—doesn't work. It forces program managers to manage paper instead of programs and people.
- Trying to measure program success by counting the number of participants alone doesn't work. The success of programs also must be measured in terms of quality.

VI. Being In The Know: The Labor Market Of The Future

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Perfect information in an imperfect world

We have seen that both the job gap and the skill gap go far in explaining what is needed to remedy the problems of youth unemployment. But there is yet another dimension.

The ideal labor market envisioned by economists functions best when both employer and worker have ready access to what is known as "perfect information"—all the facts needed to make decisions. In that ideal free market, all the potential buyers and sellers are fully aware of the state of the market—they all know each other and they know how much of a commodity will be brought for sale each day.

But in real life, the young people looking for jobs often don't know where to look, how to tell one occupation from another, or how to measure the utility of a particular job choice. The employers seeking workers do not know how to choose among young applicants or how to assess them. It sometimes appears as if a dense fog has descended; the buyers and sellers encounter each other only by chance.

Economic theory also assumes that workers' preferences don't change over time and that they make only rational decisions about jobs. But for young people, this assumption is especially unrealistic.

Youth is a period of developmental shifts and of changes in direction. Young people have strong feelings; they make mistakes; they need to learn by example from peers and from adults who can serve as role models.

Young people are not the cold, rational decision-makers of economic theory: they need a helping hand at this critical stage of life and they need to feel like a productive part of family community, as well as of the workplace.

Stargazing

Most of us, at some point in our work experience, have become acquainted with various career surveys and labor market projections of those fields where the number of jobs will be increasing or shrinking in the future. As prophecies, these are by no means infallible, but in our complex, highly technological and ever-changing society, they are important tools.

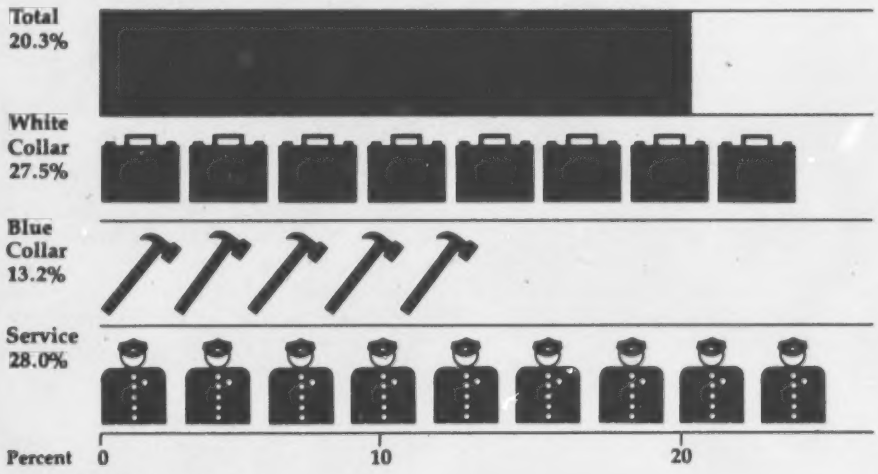
For example: sound labor market information would have made it clear that the bulge in school age population that led to the teacher shortage of the 50's and early 60's was a temporary phenomenon. Using that information well would have assisted many talented men and women to make a different career choice.

Without realistic forecasting, job training and labor demand can get out of synch, leading to an over-supply of workers in an occupation for which demand has shrunk. Good predictions can help young people make good career preparation plans.

Changes in the labor market are often hard to anticipate as one is trying to make a career choice. By all accounts, most of the jobs we see around us today will still be viable careers a decade from now. But we have seen from the information in Chapter II that our economy, once dominated by manufacturing, will continue to transform itself into one dominated by services in the 80's. Blue collars will continue to give way to white.

These new careers will demand less grueling physical labor and will often be less capital intensive, although they will not necessarily mean better

Projected Percent Change in Employment by Occupation 1974-1985



Source: BLS (See Appendix 12)

pay or higher status. And the skills most prized in the industrial workplaces of today will not be as valued or valuable tomorrow.

And unpredictable events throw even the best estimates off track. At the outset of the 70's, when keypunchers were in their heydey, no one had thought about an energy crisis. Keypunching is now no longer an expanding occupation—having been superceded by word processing. Although the prediction that demand for keypunchers will decline by 30 percent gives no reason for all future keypunchers to despair, it does suggest caution. But at the same time, the energy crisis has given traditional occupations such as carpentry (for weatherization) and plumbing (for heating and hot water) a new lease on life.

Getting to first base

This kind of information, some of it contradictory, is often perplexing even to sophisticated labor market analysts. But most young people lack even the most rudimentary understanding of the labor market; the official data don't mean very much to a high school dropout, even if the predicted changes will have enormous consequences for his or her life, and, if understood, could greatly strengthen his or her career choice. Small wonder young people are unable to make informed and rational career decisions.

In a famous movie of the late 60's, "The Graduate," a neighbor whispers into Dustin Hoffman's ear the word which he thinks will capture the wave of the future: "plastics." Today, only one decade later he might whisper, "solar energy." Just as important, Hoffman wasn't interested in plastics anyway. To make an intelligent career choice, youth must realistically evaluate their interests and skills, and then measure them against an accurate picture of the available options.

Young people have to be aware not only of where career opportunities are growing, but they must also understand how careers differ. They need a sense of what a librarian or a receptionist or a statistician does. Then they have to find out how to train for the kinds of jobs they pick. What is the right mix of schooling and experience? What special training is necessary—and how can they find it, and how much will it cost? How do they apply?

Assuming they navigate successfully through all the preliminaries, young people who finally win their credentials still have to know how to read want ads, arrange interviews, make connections, dress properly, and handle themselves in the early stages of the application process.

This sequence is rough enough for well-educated, middle class youth bound for college and a professional career. But disadvantaged, unmotivated youth with few skills, may become so discouraged by it that they never make it through.

It helps to know someone

Most of us find that a crucial role has been played in our work history by friends, relatives, or business associates.

They may have recommended us to an employer looking for someone with our type of experience. They may have let us know about a job vacancy just before it was advertised. Or when we were young, they may have arranged our first job in a local business.

Some estimate that over 60 percent of all people find their jobs through an informal network of friends, associates and contacts. The effectiveness of this network depends on our having family and friends who themselves have successfully navigated the world of work. That network is an important source of support for most of us, not only in solving employment problems, but also in coping with the host of personal, social, legal and other difficulties which arise so frequently in today's world.

For young people from poor communities, especially economically distressed cities and rural areas, these resources often do not exist. There is no informal network, no way to vouch for anyone's credibility, no straightforward way for young people to plug into the private sector.

It often takes knowing someone to gain entry to a job, and disadvantaged youth especially tend not to know about job openings.

What schools are doing

Schools can help young people formulate a clear picture of the contours of the world of work. Much of this kind of career education consists of bits and pieces of information about jobs picked up informally. But schools also offer specific training in skills like typing, drafting, and electronics. Finally, the schools' guidance counselors are available to give specific advice and help sort through the possibilities.

Career education is supported by educators and employers, too. School districts as diverse as those in Holyoke, Massachusetts, Pontiac, Michigan and Berkeley, California have revised their curricula—kindergarten through 12th grade—to give them a career orientation.

This task usually must be accomplished with the resources at hand. The imagination and insight necessary to reshape these resources and redo our programs is best found locally.

One example is found in Oakland, where Kaiser Aluminum has been a pioneer in "adopting" a local high school. Kaiser taps its own resources to help teachers, parents, students, and administrators transform a traditional inner-city school into a model for secondary education.

Getting the word: there is life after graduation

Labor misinformation hurts all young people, but it hurts those from poor families most of all. Making sure that disadvantaged youth get better information, though no cure-all, is one quick and inexpensive way to help make up for often-missing role models and lack of connections which are already holding them back. This information should not be confined to the ups and downs of the labor market; it must relate to the whole process of experiencing and gaining access to the labor market. It must also provide a basis for framing realistic expectations. A school-based, employer-assisted program can and should serve all of America's young people.

Narrowing the information gap

Around the country people have been finding ways to improve the flow of employment information. None is dramatically new; all are built on efforts that have already worked in the classrooms and work places of America.

- One Hartford business, Stanley Works, pays the expenses for courses to be taught in a local high school, just to make sure that the things they need taught are taught.
- In Chicago, the Chamber of Commerce sponsors a summer exchange program in which teachers from various disciplines spend time in a wide assortment of companies. Pratt and Whitney in Connecticut has a similar program.

- Employees of Pacific Gas in San Francisco visit area schools to tutor high school students and to talk about what they do on the job.
- In Philadelphia, the Parkway School actually uses business settings as classrooms.
- The Wisconsin Job Service goes into every high school in the state, presents timely job information, and helps to coordinate part-time jobs in the community.
- During the past few years alternative employment services, often run by community-based organizations, help fill the information gap and link young people to appropriate jobs. One of the best known of these is Jobs for Youth which is now placing thousands of dropouts in jobs in Boston, New York, and Chicago.
- The Hartford Insurance Company runs a "school" which is fully accredited by the local school board. Its students are potential dropouts who take courses at the company, work there part-time, and are usually offered full-time jobs upon graduation.
- In St. Paul, the Control Data Corporation operates the Fair Break program, a nationally recognized model for teaching and motivating youth with limited skills. Control Data has developed its own computer-assisted instructional package, known as PLATO, which is now being used in schools and by companies around the country.
- In Birmingham, Alabama a group of companies operates a summer intern program for local teachers and counselors. These educators spend the summer alongside company employees, learning about different careers and about what the company does. By September teachers have a real sense of the relation between what they teach in school and the realities their students will have to master in the workplace. The participating teachers leave with a new grasp of career possibilities for their students.

All these efforts are aimed at increasing the awareness of all the actors in the youth employment scene, and narrowing the information gap.

Cooperation makes dollars and sense

One of the oldest forms of vocational education is a co-op program in which students divide their time between classrooms and a related job. The central idea of a co-op is a close, day-to-day link between school and job. Such programs have always made good sense, and they will be even more important in the 80's.

The most fruitful kind of co-op is a structured, long-range program tailored to the individual student's needs. It can include a chance to try out different sorts of jobs, provide a form of apprenticeship or an opportunity to practice work habits, as well as to develop skills specific to the work the student finally chooses. This kind of program requires much more cooperation among schools, employers, and employment agencies than the Task Force has found during most of its review.

VII. Community Support During the Difficult Transition: The Role of Community-Based Organizations

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A special challenge

One of life's hard truths is that sometimes the very tasks which are the most important to get done are the ones that are the most difficult to accomplish. That is true in dealing with youth unemployment. The very young people who face the greatest chances of unemployment and so who need the most help—minorities, dropouts, those with limited skills and those from poor families—often are the hardest to serve.

This is especially true of those young people identified earlier as having two strikes against them in the work world: a teenager who is poor and has dropped out of school needs a lot of assistance in making the transition from school to work—but it's not always easy to work with a poor teenaged dropout.

More than the tip of the iceberg

The young people who face serious barriers to employment often need more services and different kinds of services than do more advantaged youth. Teenagers or young adults who are poor have greater than average chances of being unemployed; but they also are likely to have other problems just because they are poor—problems with nutrition, housing or health care, for example.

These young people need more than current information about the labor market. They often need counseling, role models, and community support to draw them into the mainstream.

At the same time, those young people who face the greatest barriers to employment—those who have already experienced many frustrations and many defeats—may have become unmotivated, too discouraged to keep trying to get jobs or to "fit in" to a society which has rejected them. They may be angry. And many of these young people have little faith in new rounds of programs designed to help them—it's hard to get their trust.

The American way

America is known for its voluntary associations. We are a nation of activists, and no sooner is a problem identified in many communities than dozens of volunteers step forward to address it. In addition to the many voluntary organizations in America today—like the YMCA, YWCA and church organizations—there is a wide array of community-based organizations (CBO's).

A CBO is a private, non-profit organization whose primary goal is to provide services to a specific group and to promote that group's welfare. There are many kinds of CBO's. They vary in size from small local groups to large national organizations with local affiliates. Some CBO's are intended to advance the causes of specific ethnic groups, as do the National Puerto Rican Forum and the National Council of Negro Women. CBO's represent a variety of other client groups, too: the Idaho Migrant Council and the National Council of Senior Citizens are examples. Some CBO's are organized around local community issues, as is the Watts Labor

Community Action Committee, while others are local multipurpose antipoverty organizations, including community action agencies, development corporations and cooperatives.

The role for CBO's

CBO's have become an important part of our nation's employment and training system, and there are several reasons for this. First, because many CBO's were established specifically to serve minorities, the poor and other disadvantaged groups, they often are more effective. They are able to deal with the special sets of problems these groups face, and their staff are likely to be hired from the communities they serve—they are likely to be more sensitive to the needs of their own young people.

CBO's have been particularly effective in recruiting and placing minority youth in apprenticeship training programs. CBO's place higher proportions of disadvantaged persons in publicly created jobs than are placed when such projects are run by state or local governments.

Because of their deep roots in the community, community- and neighborhood-based agencies are in excellent positions to develop employment networks for disadvantaged youth, networks of informal contacts in the business community who provide information about job openings and recommend young workers to potential employers: networks designed to help disadvantaged youth in the same way that naturally-occurring contacts give a leg up to luckier young people.

Finally, CBO's facilitate grassroots participation in the design and monitoring of employment and training policies and programs. Information from the people who are supposed to be served helps keep programs responsive to local needs.

Other voluntary organizations

There is a variety of other private, non-profit organizations which play major roles in the development of American youth. About 30 million young people each year participate in the activities of such organizations as the Boy Scouts, the Girl Scouts, the YMCA and the YWCA. These organizations can play major parts in the effort to help our young people develop their potentials for employment.

Exemplary youth employment programs are being operated by the YWCA in Fullerton, California, by the 4-H Clubs in Pennsylvania, by the Future Homemakers of America in Washington, D.C., by the American Red Cross in Plainfield, New Jersey—and there are hundreds more.

Community groups also act as catalysts to bring diverse local agencies together, often in ingenious ways. In Birmingham, for example, the Urban League put together its own PIC (Private Industry Council) a year before such programs were mandated by CETA.

Networking

Many of the best known volunteer efforts across the country are aimed at precisely this problem: building informal networks of "contacts" for disadvantaged youth in the work world. Big Brother and Sister Association programs are good examples of this type of effort.

In Atlanta and in Arkansas, experiments are underway through ACTION to develop a network of adults who will act on behalf of disadvantaged youth, just as naturally developed networks help more fortunate young people.

These networks emphasize education, training, and job placement in the private sector. And networking is one of the valuable services provided locally to young people through a variety of CBO's.

Community support

CBO's and the voluntary organizations do a good job of serving hard-to-reach youth. And they offer the comprehensive kinds of service that the most disadvantaged young people need.

These organizations provide services that enhance growth and meet a full range of the developmental needs of youth. The Boy Scouts, for example, have been known for their emphasis on building responsibility and character in young men. Other organizations provide support systems and give young people a place to turn to in times of crisis. And they offer many opportunities to disadvantaged youth to broaden their life experiences.

An example of success

The National Urban League (NUL) and Opportunities Industrialization Centers (OIC) have both had success in establishing street academies. In 1972, OIC developed a special program for disadvantaged youth who were turned off by traditional urban high schools—a program which gives them a second chance for a smooth transition from school to work by linking these two worlds.

By 1979 this program, called the Career Intern Program (CIP), was being supported by YEDPA grants in Brooklyn and Poughkeepsie, Detroit, and Seattle.

The CIP serves 16-to21- year-olds who are dropouts or potential dropouts—and it has been able to motivate many to acquire high school diplomas and even to go on to vocational skills training or other post-secondary educational institutions. It works by regarding high school as an internship, and gives students a view of the world of work through observation, work experiences and on-the-job training.

Not only was this concept developed by a CBO, but the program also continues to be well integrated into community life: space for the Brooklyn project is provided by a neighborhood church.

But can they get jobs?

Because of the local character of CBO's, their affiliates and voluntary agencies, community organizations have close ties to all sectors.

These organizations are valuable links in an employment network for youth—and not just as channels for informal communication about available jobs. CBO's can be a bridge between public employment and training programs and the private sector. They will be important partners in the youth employment efforts of the 80's.

VIII. In Unity There Is Strength: New Partnerships With The Private Sector

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What's the problem?

While the young victims of unemployment are clearly identifiable, there is no handy villain. Far more is known today about the nature, causes, and extent of youth unemployment than ever before. The more we learn, the more we realize that its complexity requires us to respond in a comprehensive fashion drawing on the expertise, resources, and commitments of both public and private actors.

While a federal role is important, the success of local partnerships will be the decisive factor in the 80's.

No quick fix

We now know that all aspects of the problem are interconnected. This can be illustrated with an example. When the economy goes into a downturn we expect that more people will be jobless and that a disproportionate number of them will be young people. We would expect that as the economy improves, youths would find jobs more or less in the same proportion as before. But this does not necessarily happen. Black and Hispanic youth unemployment didn't drop significantly after the 1974–75 recession. Why not?

In part it's because a lot of Black and Hispanic youth lack the communication and occupational skills employers want. In part it's because the number of jobs in their neighborhoods has declined; the new jobs are in distant communities. In part it's because these young people, disheartened by the physical and social deterioration around them, drop out first from school and then from the labor force. And in part it's because we continue to be plagued by discrimination in the job market.

To make a rational attack on unemployment we must come to grips with all of its causes. If we upgrade education but neglect to develop jobs, we risk raising everybody's expectations unfairly. If we create more jobs, but have no effective way of letting the right people know about them at the right time, we might as well use the classified ads for attic insulation.

We are fully aware that even with our best efforts, youth unemployment will not disappear overnight. Unless we work together, very little will be accomplished at all.

Who are the partners?

Who really matters in dealing with the youth employment scene? Schools, employers, labor unions community groups, parents, mayors, and young people. The public schools have a mandate to serve all children in their community. Private employers will continue to be the prime figures in the labor market. Mayors and coalitions of municipalities run CETA and its youth programs. Other public and private agencies, including city youth commissions and such

community-based organizations as the Urban League, SER (Service, Employment and Redevelopment) and voluntary organizations such as the YWCA, have direct contact with the young people themselves and are often located in their neighborhoods.

In the 80's young people, with their families, must become full partners in charting their own futures.

Youth are the ones who ultimately matter most, and the most promising programs are those in which they and their parents take active roles.

Leading with our strength

Compared to this array of people and resources, the capacity of the federal government is modest. Federal dollars are limited. The federal government can't and shouldn't tell employers or education agencies how to deal with each other, and it can't force them to cooperate with the CETA system. And circumstances can't be changed suddenly because of a wave of the federal wand.

A good partnership can take many shapes. It can be a forum for discussion, the sharing of managerial responsibility, or it can lead to an organization with its own identity.

The most exciting and effective youth programs result when local actors work together, building on their experience and sense of local needs and opportunities. These are the programs which engage local institutions in doing what they do best. Schools teach, employers provide work experience, community organizations offer supportive services and the CETA system provides training. Taken together, harmonized by a common commitment and directed toward a common solution, powerful partnerships are being built.

These partnerships are bolstering the skills and confidence of American youth. And they are giving young people access to private sector jobs—jobs with futures.

Some partnerships that are already working

The Emergency Home Repair Project (EHRP) in Portland, Oregon, is a collaborative effort involving the city's schools, the city government, the Associated General Contractors, the District Council of Carpenters, and the Portland Development Commission (PDC). Under contract with the City of Portland, School District Number One operates the project and furnishes facilities, while the city, as a Prime Sponsor, provides funds for salaries, transportation and related activities. The Portland Development Commission provides funds for building materials and the District Council of Carpenters and the Associated General Contractors provide curriculum support and select qualified staff.

The project assists in the rehabilitation of the city's older housing while providing opportunities for youth to acquire marketable skills. Homes of the elderly, the handicapped, and low-income families are repaired by the project and are selected according to the training needs of the youth in the program. These young people are between the ages of 16 and 21.

If they are out of school, they work a full seven-hour day; if they are still in school, they work part-time for 3½ hours a day. On-the-job training techniques and strategies are used, and participants are paid the minimum wage and can get high school credit for their training.

There are other successful partnerships. The Kaiser Aluminum Corporation's Summer on the Move program was done in partnership with the local school system and the University of California. In Minneapolis, the Honeywell Corporation led a group of companies which helped establish the city's first vocational high school. In Detroit, the major automobile manufacturers—Ford, Chrysler, and General Motors—have built a network of business/school "pairings" which link every high school in the city with an adoptive employer. Other partnerships between schools, training programs and private sector groups have been mentioned throughout this report.

Other alliances with private employers

As a result of the Carter Administration's Private Sector Initiatives Program, every CETA prime sponsor in the country is organizing a Private Industry Council (PIC). The PIC's, whose members are mostly private employers, were established to correct what the Carter

Administration identified as a critical defect in the CETA system: its lack of contact with the private sector. The PIC's have been modeled on existing councils in Chicago, Birmingham and Cleveland, and have discretionary funds which can be used to pay for a wide range of activities.

Community organizations

Voluntary organizations and CBO's, large and small, are particularly well-suited to participate in the network of partnerships which must characterize our efforts in the next decade. Partnerships with these organizations have been discussed in Chapter VII. Because of their record of service, their breadth, their deep roots in local communities, and the high regard in which they are held by other important partners, they can function as anchor organizations in joint efforts.

Unions are partners, too

Union support is important for youth employment and training programs. And partnerships forged with unions help YEDPA programs prepare disadvantaged youth for skilled jobs with good pay and a bright future.

In New Haven, out-of-school youth are participating in a pre-apprenticeship program learning skills in carpentry, painting and home weatherization. When these young people complete the program, they are ready to enter a union apprenticeship program. This opportunity was created in partnership with unions, which helped design pre-apprenticeship programs, so that participants can meet entry requirements.

A city of partnerships

In Chicago, which has one of the richest heritages of joint community activity in the country, a notable partnership called Chicago United has taken enormous strides in combating youth unemployment. Chicago United is a coalition of twenty businesses and community groups, half from the city's major corporations and half from its minority enterprises.

Chicago United has had a hand in community development, housing rehabilitation, job training for unemployed adults, summer jobs for kids, and school finance. But the group neither operates programs nor attempts to solve civic problems alone. In every case, it joins with other Chicago institutions to form partnerships geared to meet specific needs. Chicago United developed a housing rehabilitation program operated by The Woodlawn Organization and a job placement program run by the Chicago Alliance for Business, Education, and Training.

In a city of networks, Chicago United is among the most prominent. While its efforts have not solved the unemployment problem in Chicago, they show that with cooperation long strides can be taken.

Breaking the barriers

A host of artificial barriers at the state, local and federal level often inhibit the formation of sound and effective partnerships. For example, CETA and the public school systems operate on different calendar years—it took some serious efforts at coordination to get that difficulty straightened out. Other problems, like rules, regulations or even laws that conflict, are not resolved as easily.

Some of these barriers can only be removed on an *ad hoc* basis. Others can't be changed at all, but must be taken into consideration when program implementation strategies are being planned.

Give a little and get a little

The essence of partnership is mutual trust, which doesn't materialize over night. The partnerships the Task Force advocates are working alliances with well-formulated goals and a commitment to getting something done. The partners learn to trust each other right at the beginning by acknowledging the other's concerns. When a sense of trust exists, partners are more likely to agree to renounce traditional and long-cherished prerogatives, which create barriers. For instance, a high school in a partnership may accept the scrutiny and evaluation of "outsiders"; as a consequence it will be able to improve the fit between its vocational education programs and private employers' needs.

Partnerships are tough to get started and keep going, but we now know that grass-roots coalitions supply the spark and spirit that must fuel the youth employment programs of the 80's.

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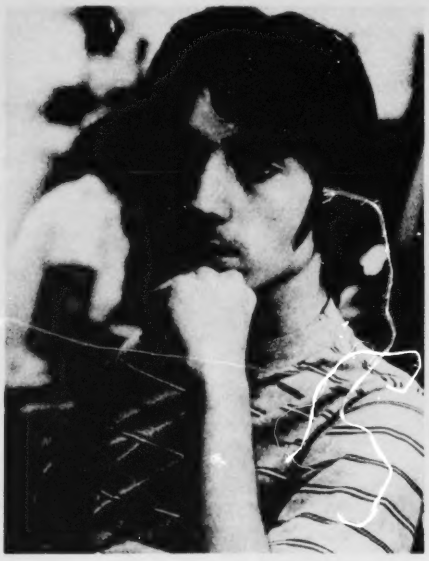
IX. A Youth Employment Policy for the 80's



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Moving into the 80's

On January 10, 1980, President Carter announced his proposal for a new youth employment program for the 80's. This program grows out of the findings of the Task Force.

The decade ahead will not be an easy one. Broad social and economic trends will continue to give rise to the problems described in the preceding chapters. The labor market changes we have noted will continue to exacerbate the difficulties faced by many young Americans as they enter the world of work. At the same time, the ability of government to devote new resources to youth programs will continue to be constrained.

But we do not enter the 80's without important new weapons. We have learned a great deal both about the critical dimensions of the problem we face and about what programs work. Local leaders from all sectors have gained valuable experience in translating those lessons into effective and efficient programs.

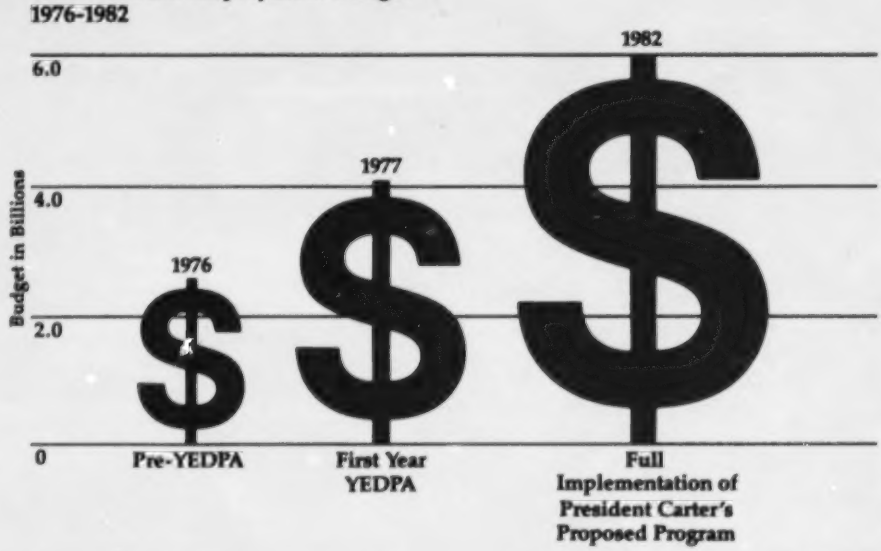
Seven major principles

Seven central principles have emerged from the work of the Task Force. These findings form the basis of a series of principles which should underlie the shaping of our legislative proposals:

1. The problem of youth unemployment will not disappear in the 80's. In fact, without a bold new initiative it is likely to get worse in some communities and for some groups. We can anticipate that there will be some 4 million youngsters aged 14 to 21 who will face a serious risk of being unemployed and who are likely to encounter significant problems in completing the transition from school to work.
2. For a high percentage of those at risk, the lack of basic skills—communication, comprehension, and computation—is the most serious barrier between them and successful labor market entry.
3. Significant numbers of youth lack a resume which reflects credible work experience and the development of appropriate work habits. We must combine our efforts to develop basic skills with efforts to develop opportunities for work experience.

4. The delivery system for these programs must be less complicated and less encumbered by red tape than the system currently in place. We must design a youth employment system to which young people can gain access easily and which at the same time allows local administrators substantial flexibility.
5. Rapid change and increasing complexity in the labor market require that we place renewed emphasis on the availability and reliability of labor market information for young people and their parents, and for those teachers, guidance counselors, and others who assist them in making career and education choices. We must also strengthen supportive services that link young people with jobs; we must especially continue to develop community networks of support.
6. Community-based and voluntary organizations have been effective providers of employment and training services to the disadvantaged. We must continue to strengthen linkages between public youth programs and CBO's.
7. The problems we face are too large and complex to be addressed successfully by any single institution or initiative. Therefore, without active and inclusive partnerships which bring together, at the local level, government, unions, the private sector, schools and community-based organizations, we are unlikely to make significant headway.

Resources For The Future;
Federal Youth Employment Budget
1976-1982



President Carter's announcement

On January 10, President Carter made an announcement based on these findings before over 300 educators, business leaders, local officials, labor leaders, community leaders and young people in the East Room of the White House.

- He proposed a youth employment policy for the 80's. This is the first time our country has had a comprehensive youth employment policy.
- President Carter also announced he was adding significant additional resources to the federal budget for youth on top of the $4 billion already being spent.
- Shortly after taking office President Carter added 1.5 billion to the Federal youth employment budget. This represented a one step increase of 60%.
- When fully implemented, this program will serve over 3 million American young people.
- The President's Youth Program will have two components:
  1. a program for out-of-school young people, administered by the Department of Labor.
  2. a program for young people in school, administered by the Department of Education.

The basic features of these two programs, incorporated in the Youth Act of 1980, are summarized below.

Youth Employment and Training Program

When fully implemented by the Department of Labor, it will provide education, work experience, training, labor market information and other services to as many as 450,000 additional young people. The new resources, when added to current programs, will serve over 2.5 million 14 to 21 year olds.

The new program will emphasize:

- additional jobs and training for older and out-of-school youth;
- stringent performance standards for participants and program operators;
- financial incentives to encourage greater cooperation between CETA sponsors, local employers, and school systems; and
- consolidation of three of the existing programs under YEDPA and closer coordination with the summer program to simplify local administration and reduce paperwork.

Youth Education and Training Program

When fully implemented by the Department of Education, it will provide basic education and employment skills for up to one million low-achieving junior and senior high school students in about 3,000 of the poorest urban and rural school districts around the country. The new program will emphasize:

- basic skills for low-achieving youngsters, including help for students with limited English-speaking ability;
- school-wide planning with the active involvement of teachers, parents, employers, and the community;
- using the link between work and classroom learning as a way to motivate students to stay in school; and
- a major role for vocational education in preparing young people for work.

This landmark piece of legislation has been submitted to the Congress.

Mending broken wings

The President's Policy Announcement would not have been possible without those who participated in the Roundtables and conferences, those who interviewed young people and the young people themselves.

"Dreams are a terrible thing to waste," President Carter said. "We cannot let the dreams of our young people die."

As the American poet Langston Hughes once wrote:

> Hold fast to dreams
> for if dreams die
> life is a broken-winged bird
> that cannot fly.*

*Langston Hughes, "Dreams," in *Hold Fast to Dreams; Poems Old and New Selected by Arna Bontemps*. Edited by Arna W. Bontemps, Chicago: Follet Publishers. 1969, p. 19.

Appendices

Appendix 1:
The Vice President's Task Force on Youth Employment

In 1978, the President asked Vice President Mondale to chair an internal working group of Cabinet Secretaries and Agency Administrators that would address the problem of youth unemployment. Working with a small staff, the Task Force conducted a major policy review designed to find out what was known about the causes of the problem, to study the Administration's 1.5 billion dollar youth employment demonstration, and to determine what policy options existed for addressing the problem in the 80's.

The Task Force conducted its review in two ways: through research and analysis, and through consultation with the public. The research and analysis was carried out through a systematic review of the most recent information available about the nature of the youth employment problem and about possible solutions. As part of the process, the Task Force sponsored a series of seminars, policy review sessions, and commissioned sixteen issue papers. The public consultation process included five national conferences, five local roundtables with personnel managers and educators, a joint project with the National Football League Players Association to interview over 200 young people and a series of White House Briefings where community leaders briefed White House policymakers on local problems and success stories.

This Summary Report takes a complex economic subject and tries to reduce it to a few common-sense propositions. The goal of this report is to be readable. The Task Force is also publishing a longer, more analytical report.

The Task Force policy recommendations which are described in this Summary Report and elaborated on in a series of background papers have been translated into a series of legislative proposals for submission to the Congress.

Thomas P. Glynn, III
Executive Director
February 1, 1980

Appendix 2:
Task Force Staff

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Associate Director for Policy Analysis: Audrey M. Ryack
Associate Director for Social Services: Albert Luna
Associate Director for Transportation Programs and Development: Marco Trbovich
Associate Director for Program Analysis: Robert Higdon
Chief Economist: Terence Kelly
Director of Communications: William Keller

Loaned Executives

The Task Force had the services of three loaned executives for a six-month period.

From U.S. Department of Labor: Vern Goff, Assistant Director for Employment Problems of Women
From the National Urban League: Ralph Durham, Assistant Director for Research
From SER - Jobs for Progress: Anne Treviño, Assistant Director for Research

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Appendix 3:
Acknowledgements

This report represents a joint effort by many people. The work of the Task Force was touched by many—from young people to bureaucrats, from athletes to labor economists.

At the U.S. Department of Labor we would like to acknowledge the assistance provided by Secretary Ray Marshall; Assistant Secretary for Employment and Training, Ernest Green; Assistant Secretary for Planning, Evaluation and Research, Arnold Packer; Deputy Assistant Secretary, Jodie Allen; Deputy Assistant Secretary, Charles Knapp; and Administrator of the Office of Youth Programs, Robert Taggart. Bob Taggart was one of the originators of the Task Force. His support and passion made much of this effort possible. Also in the Office of Youth Programs, Janet Rosenberg served as our liaison. Others we would like to acknowledge are Paul Jensen, Frank Greer, Richard Hayes, Mary Ann Wyrsh, Bill Hewitt, Alexis Herman, Bob Lerman, Burt Barnow, Delores Battle, Fran Love, Barbara Kiser, Jean Barnett and Joe Seiler.

At the Department of Education we would like to acknowledge: Secretary Shirley Hufstedler; Assistant Secretary, Mary Berry; Assistant Commissioner of Education for Policy Studies, Marshall Smith; Assistant Commissioner, Vocational, Adult and Career Education, Daniel Dunham; and Robert Schwartz, Fritz Edelstein, Bayla White, Alan Ginsberg, Rhea Schwartz, and Dick Graham.

At the Department of Health and Human Services we would like to acknowledge the assistance of Secretary Patricia Harris and Justine Rodriguez.

Within the Executive Office of the President, we would like to thank: at the Office of Management and Budget, Director McIntyre; Associate Directors for Human Resources, Veterans and Labor, Suzanne Woolsey, Jim Hinchman and Fred Fischer; at the Council of Economic Advisors, Chairman Charles Schultze, Dan Saks and Steve Cecchetti; in the Office of the Vice President, Gail Harrison and Jim Dyke; on the Domestic Policy Staff, Bill Spring and Kitty Higgins. We would particularly like to thank Stuart Eizenstat, Assistant to the President for Domestic Affairs and Policy, and Bert Carp, Deputy Director of the Domestic Policy Staff.

At the Center for Public Service at Brandeis University, Waltham, Massachusetts, we would like to acknowledge: John Drew, Erik Butler, Marty Levin, Andy Hahn, Lennie Hausman and in particular, Jim Darr for his help in preparing this report.

We would like to thank the sponsors of our five national conferences: Jerry Oettle and the Breckenridge Job Corps Center; Noel Day of Urban and Rural Systems Associates; Mary DeGonia of the National Youth Work Alliance; Marilyn Zuckerman of OAMT, and Kenneth Duffan of OIC; and Marion Pines of the Metropolitan Baltimore Manpower Consortium.

We would also like to acknowledge the hosts of our five Roundtables: Mayor David Vann and the City of Birmingham, Alabama; John Filer of the AETNA Life and Casulty Company; Dean David Gottlieb of the University of Houston; Doctor Ruben Mettler of TRW, Inc.; Chauncey Medberry of Bank of America; Robert MacGregor of Chicago United; and Roger Anderson of Illinois National Bank and Trust Company.

We would like to acknowledge the work done interviewing young people by Brig Owens and the National Football League Players Association.

We would like to acknowledge our indebtedness to the National Commission for Employment Policy, under the leadership of Chairperson Eli Ginzberg and Executive Director Isabel V. Sawhill, for their excellent analytical work and for sponsoring the American Assembly. We would like to thank Sar Levitan and Greg Wurzberg for their assistance and for their policy research on YEDPA.

For administrative support provided to the Task Force, we would like to acknowledge Ed Solomon and Joan Cooper of Team Associates.

Appendix 4:
Agencies Serving on the Vice President's Task Force on Youth Employment

ACTION
Department of Agriculture
Community Services Administration
Department of Commerce
Department of Defense
Equal Employment Opportunity Commission
Department of Education
Department of Energy
Department of Health and Human Services
Department of Housing and Urban Development
Department of the Interior
Department of Justice
Department of Labor
Office of Personnel Management
Department of the Treasury
Department of Transportation
Veterans Administration

Appendix 5:
Task Force Publications

Final Report

An extensive examination of the issues related to youth employment.

Background

A. *Causes and Dimensions:* A series of reports analyzing the causes and dimensions of the youth employment problems.

B. *Special Needs and Concentrated Problems:* A collection of analytical papers focusing on the employment problems of youth with special needs.

C. *Program Experience:* An examination of programs implemented under YEDPA and an evaluation of lessons learned about which intervention strategies are most effective.

D. *Chart Book:* A compendium of the various analytical data relevant to the examination of youth employment.

Issue Papers

Brenner, Harvey - John Hopkins University, *Estimating the Social Costs of Youth Employment Problems, 1947-1978.*

Cardenas, Gilbert - Brookings Institute, *Hispanic Youth and Public Policy: Data Problems, Issues and Needs.*

Elmore, Richard - University of Washington, *The Youth Employment Delivery System.*

Goff, Vern - Task Force Staff, *Teen Pregnancy: Epidemic of the 80's.*

Goodwin, Leonard - Worcester Polytechnical Institute, *The Social Psychology of Poor Youth as Related to Employment.*

Gottlieb, David - University of Houston, *Age Status Differentials and Intervention Strategies.*

Graubard, Allen - Consultant, *Alternative Education and Youth Employment.*

Hill, Robert - National Urban League, *Discrimination and Minority Youth Unemployment.*

Levy, Frank - Urban Institute, *Targeting Money on Youth: The Case for the Cities.*

Michel, Ann - Syracuse Research Corporation, *Managing the New Youth Employment System.*

Robison, David - Consultant, *Small Business Employment and Hiring of Youth.*

Santos, Richard - University of Texas, *Youth Employment Policies: An Hispanic Perspective.*

Swinton, David - Urban Institute, *Towards Defining the Universe of Need for Youth Employment Policy* (prepared for the Oakland Conference).

Vargas, Phillip - American University, *The Youth Employment Drug Problem: An Approach to Increasing the Employment of Youthful Drug Users.*

Zimmerman, David - Mathematica, Inc. *Public Sector Jobs for Youth: Some Observations on its Role and Effectiveness.*

Appendices

Roundtables Summary:
A review by the Center for Public Service at Brandies University of the five Roundtable discussions held around the country at which representatives of the business and education communities shared perceptions regarding youth employment with the Task Force.

1 - Birmingham, Alabama
2 - Hartford, Connecticut
3 - Los Angles, California
4 - Houston, Texas
5 - Chicago, Illinois

Implementation Report:
An analytical report from the Center for Public Service detailing issues relating to the successful implementation of programs funded under the Youth Employment and Demonstration Projects Act (YEDPA).

Implementation Case Studies:
A series of nine case-studies prepared by the Center for Public Service of exemplary programs funded under YEDPA.

Seminar Reports:
Synopses of the major points made in each of the 15 seminars coordinated by the Center for Public Service and hosted by the Task Force for federal agency representatives.

Lessons from YEDPA
A review prepared by the Center for Public Service of the impact of the Youth Employment and Demonstration Projects Act in the areas of public sector job creation, private sector access, education, supportive services and management.

Operation Outreach:
Report of a survey done by the National Football League Players Association interviewing YEDPA participants on their attitudes toward federal programs, the world of work and prospects for the future.

Conferences:
A report on the five conferences held by the Task Force which were designed to elicit program evaluations from nearly 1200 professionals concerned with youth issues.

1. Job Corps (Breckinridge, Kentucky)
2. Inner City Youth (Oakland, California)
3. Special Needs Youth (Boston, Massachusetts)
4. Community Based Organizations (Little Rock, Arkansas)
5. Workplaces and Classrooms (Baltimore, Maryland)

Appendix 6:
A Glossary of Acronyms

CIP	Career Intern Program
CCC	Civilian Conservation Corps
CBO	Community Based Organization
CETA	Comprehensive Employment and Training Act
CDC	Control Data Corporation
EHRP	Emergency Home Repair Program
GED	General Equivalency Diploma
JC	Job Corps
NAB	National Alliance of Businessmen
NCEP	National Commission for Employment Policy
OIC	Opportunities Industrialization Center
PIC	Private Industry Council
PSE	Public Service Employment
SAT	Scholastic Aptitude Test
SER	Service, Employment and Redevelopment
SYEP	Summer Youth Employment Program
WPA	Work Projects Administration
YCCIP	Youth Community Conservation and Improvement Project
YEDPA	Youth Employment and Demonstration Projects Act
YETP	Youth Employment and Training Program
YIEPP	Youth Incentive Entitlement Pilot Project

Appendix 7:
YEDPA Programs

1. Employment And Training

Program:
Youth Employment and Training Program (YETP)

Objective:
To enhance job prospects and career preparation of low income youth.

Description:
Provides a variety of employment and training programs, emphasizing the employment and training/education relationship. Offers practical relevant work experience within and for the community, including any necessary training and counseling services. Participants are paid a wage or training allowance.

Eligibility:
Youth 14–21 in families with income at or below 85 percent of the Bureau of Labor Statistics lower living standard income level with preference for those with severest problems in finding employment.

2. Community

Program:
Youth Community Conservation and Improvement Project (YCCIP)

Objective:
To develop the vocational preparation of jobless youth through community service work.

Description:
Provides employment on community planned projects. Offers the opportunity to work closely with skilled craft workers in a public service capacity. Emphasizes hard work for needed community improvements with tangible results. School credit for the work experience also granted.

Eligibility:
Youth, 16–19, who are unemployed. Preference given to out of school youth with the severest problems in finding employment. Participants may be employed in a project up to a year.

3. Conservation

Program:
Young Adult Conservation Corps (YACC)

Objective:
To give young people experience in various occupational skills through needed conservation work on public lands.

Description:
Provides jobs for unemployed and out-of-school youth in all types of conservation efforts, including on-site work and the necessary administrative support tasks. Wages are pro-rated according to levels of responsibility. Residential and non-residential projects. Supportive services, such as counseling and assistance in job placement upon termination of the project provided.

Eligibility:
Youth, 16–23, from all economic backgrounds, who are unemployed, out-of-school and capable of working. Those under 19 must not have left school to join YACC. No one is eligible for enrollment solely between normal school terms. Maximum participation 12 months.

4. Entitlement

Program:
Youth Incentive Entitlement Pilot Project (YIEPP)

Objective:
To help economically disadvantaged youth complete high school by providing job entitlements as a foundation for career success.

Description:
Guarantees part-time in school and full-time summer employment to youth either in school or who plan to return to school. Among services provided are career counseling and academic tutoring.

Eligibility:
Youth 16–19, from economically disadvantaged families, as defined by the Office of Management and Budget's poverty income guidelines, who reside within the designated entitlement area and are in school or willing to return to school.

5. Summer Jobs

Program:
Summer Youth Employment Program (SYEP)

Objective:
To provide economically disadvantaged youth with full-time summer employment, offering them experience in the field of community service. Serves as a preparation for future employment while meeting their financial needs.

Description:
Structured, well supervised jobs provided in a variety of community projects, offering vocational exploration and job rotation. Remedial education, counseling and occupational training information available according to any special employability needs.

Eligibility:
Youth 14–21, from economically disadvantaged families defined as having a family income level of 70 percent or less of Bureau of Labor Statistics lower living standard.

6. Total Service

Program:
Job Corps (JC)

Objective:
To assist young people who need employability development services in order to prepare them to get and hold productive jobs, return to school or further training, or enter the military.

Description:
Full-time program designed to deal with the whole person. Intensive programs of education, vocational skill training and work experience in residential and non-residential settings. Services such as health, counseling and recreational available. Placement assistance for jobs upon termination of apprenticeship period provided.

Eligibility:
Youth 16–21 in economically disadvantaged families as defined by the Office of Management and Budget's poverty income guidelines.

How to Apply:
Contact the local Job Service/Employment Service Office or CETA Prime Sponsor Office.

For Further Information About Any of These Programs:
Office of Youth Programs
Employment and Training Administration
U.S. Department of Labor
601 D Street, N.W.
Room 6000
Washington, D.C. 20213

Appendix 8:
Job Growth in the 80's

Job growth in the 80's will not necessarily be in areas we expect. The following table lists 175 job titles, followed by each job's expected growth in the next decade. Decreases are indicated by a minus sign.

CLERICAL WORKERS

Clerical 28.9
- Bank Tellers 21.3
- Billing Clerks 47.5
- Bookkeeping 12.6
- Cashiers 30.5
- Collectors, Bills and Accounts 25.0
- Counter Clerks, Except Food 23.8
- File Clerks 19.0
- Library Attendants, Assistants 17.5
- Mail Carriers, Post Office 0.1
- Postal Clerks –11.0
- Receptionists 27.5
- Teachers' Aides 54.4
- Telegraph Messengers – 50.0
- Telegraph Operators – 29.3
- Telephone Operators 0.3

Office-Machine Operators –0.1
- Bookkeeping, Billing Operator 27.5
- Calculating-Machine Operator 18.8
- Computer, Peripheral Equipment 18.0
- Keypunch Operators –26.8

Secretarial 33.3
- Secretaries, Legal 50.0
- Secretaries, Medical 80.3
- Secretaries, Other 37.3
- Stenographers –22.0
- Typists 20.0

CRAFTS AND KINDRED WORKERS

Construction Crafts Workers 30.0
- Carpenters and Apprentices 24.5
- Brick and Stonemasons, and Apprentices 18.1
- Bulldozer Operators 49.6
- Electricians and Apprentices 24.3
- Painters and Apprentices 21.3
- Paperhangers 50.0
- Plumbers, Pipefitters and Apprentices 38.0

Metal-Crafts Workers 18.3
- Machinists and Apprentices 16.8
- Sheetmetal Workers and Apprentices 24.9
- Tool and Diemakers, and Apprentices 17.1

Mechanics, Repairers and Installers 19.9
- Air-Conditioning, Heating, and Refrigeration Mechanics 60.2
- Aircraft Mechanics 25.5
- Auto-Body Repairers 15.0
- Auto Mechanics and Apprentices 16.0
- Heavy-Equipment Mechanics 13.5
- Household-Appliance Mechanics 19.5
- Radio, Television Repairers 31.6

Printing-Trades Workers 3.9
- Bookbinders 6.3
- Compositors and Typesetters −7.9
- Photo-engravers, Lithographers 23.1
- Pressmen and Apprentices 11.5

Other Crafts 11.5
- Bakers −1.5
- Crane, Derrick, Hoist Operators 25.8
- Decorators, Window Dressers 23.0
- Jewelers and Watchmakers 9.1
- Shoe Repairers −4.0
- Tailors 4.2

FARM WORKERS

Farmers and Farm Managers −33.1
- Farmers (Owners and Tenants) −34.6
- Farm Managers 56.0

Farm Laborers, Supervisors - 35.2
- Farm Supervisors −12.9
- Laborers, Wage Workers −43.3
- Laborers, Unpaid Family −15.3

MANAGERS

Administrators, Inspectors 22.8
- College Administrators 15.9
- Health Administrators 45.0
- Officials, Administrators, Public 20.8
- School Administrators 16.2

Other Managers, Officials 17.6
- Building Managers, Superintendents 36.7
- Office Managers 39.6

Sales and Loan Managers 35.2
- Bank, Financial Managers 41.2
- Credit Managers 13.2
- Buyers, Wholesale, Retail 39.8
- Purchasing Agents, Buyers 34.9
- Sales Managers, Retail Trade 31.7
- Other Sales Managers 32.9

OPERATIVES

Operatives 18.8
- Semiskilled Metalworking 20.6
- Grinding Machine −1.5
- Lathe, Milling Machine 26.5
- Solderers −24.9
- Welders and Flame Cutters 26.4

Other Operatives 17.7
- Assemblers 33.3
- Dressmakers, Except Factory −12.0
- Garage Workers, Station Attendants 4.9
- Meatcutters, Butchers 6.4

Transportation Operatives 11.4
- Bus Drivers −5.7
- Delivery and Route Workers 11.9
- Parking Attendants 6.3
- Taxicab Drivers, Chauffeurs 0.0
- Truck Drivers 13.5

PROFESSIONAL AND TECHNICAL WORKERS

Computer Specialists 27.3
- Computer Programmers 25.1
- Computer Systems Analysts 30.5

Engineers 22.9
- Aero-Astronautic 12.7
- Chemical 18.4
- Civil 21.6
- Electrical 21.1
- Industrial 25.6
- Mechanical 19.3
- Metallurgical 27.2
- Mining 44.3
- Petroleum 37.3
- Sales 18.7

Entertainers And Other Artists 15.6
- Actors 13.7
- Athletes and Kindred Workers 13.1
- Authors −3.3
- Dancers 22.2
- Designers 20.4
- Editors and Reporters 23.8
- Musicians and Composers 17.8
- Photographers 9.7
- Radio and Television Announcers 29.8

Life and Physical Scientists 25.8
- Agricultural 27.5
- Atmospheric, space 7.2
- Biological 34.9
- Chemists 20.5
- Geologists 42.5
- Marine 26.8
- Mathematicians 34.0
- Physicists and Astronomers 15.8

Medical Workers 33.1
- Chiropractors 30.1
- Dentists 18.4
- Dietitians 13.6
- Optometrists 17.8
- Pharmacists 14.8
- Physicians, Osteopaths 36.6
- Podiatrists 12.7
- Registered Nurses 35.4
- Therapists 47.3
- Veterinarians 29.2
- Clinical Laboratory Technologists 42.8
- Dental Hygienists 118.9

Science Technicians 25.9
- Agricultural, Biological (except health) 6.5
- Chemical 12.7
- Drafters 28.2
- Electrical, Electronic 21.4
- Industrial Engineers 29.7
- Mathematical 49.0
- Mechanical Engineers 24.0
- Surveyors 38.9
- Engineering, Science 11.7

Social Scientists 30.1
- Economists 26.9
- Political Scientists 22.7
- Psychologists 33.8
- Sociologists 28.2
- Urban and Regional Planners 41.1

Teachers 3.7
- Adult-Education Teachers 33.9
- College and University 3.0
- Elementary School 9.8
- Preschool, Kindergarten 25.0
- Secondary School −11.3

Technicians (Except Health) 32.2
- Airplane Pilots 30.4
- Air-Traffic Controllers 32.9
- Flight Engineers 31.2
- Radio Operators 30.7

Other Professional, Technical 18.6
- Accountants 19.1
- Architects 52.2
- Clergy 5.4
- Religious, Except Clergy, 11.0
- Foresters, Conservationists 14.5
- Judges 6.8
- Lawyers 18.9
- Librarians 11.2
- Operations, Systems Research 31.9
- Personnel, Labor Relations 31.9
- Research Workers −22.3
- Recreation Workers 20.8
- Social Workers 29.7
- Vocational, Education Counselors 18.6

SALES WORKERS
- Advertising Agents 30.6
- Auctioneers 1.6
- Demonstrators 6.7
- Insurance Agents, Brokers 18.6
- Newspaper Carriers and Vendors −19.4
- Real-Estate Agents, Brokers 27.5
- Stock and Bond Sales Agents 15.4

SERVICE WORKERS

Cleaning-Service Workers 20.2
- Building Interior Cleaners 28.6
- Lodging Cleaners 78.5

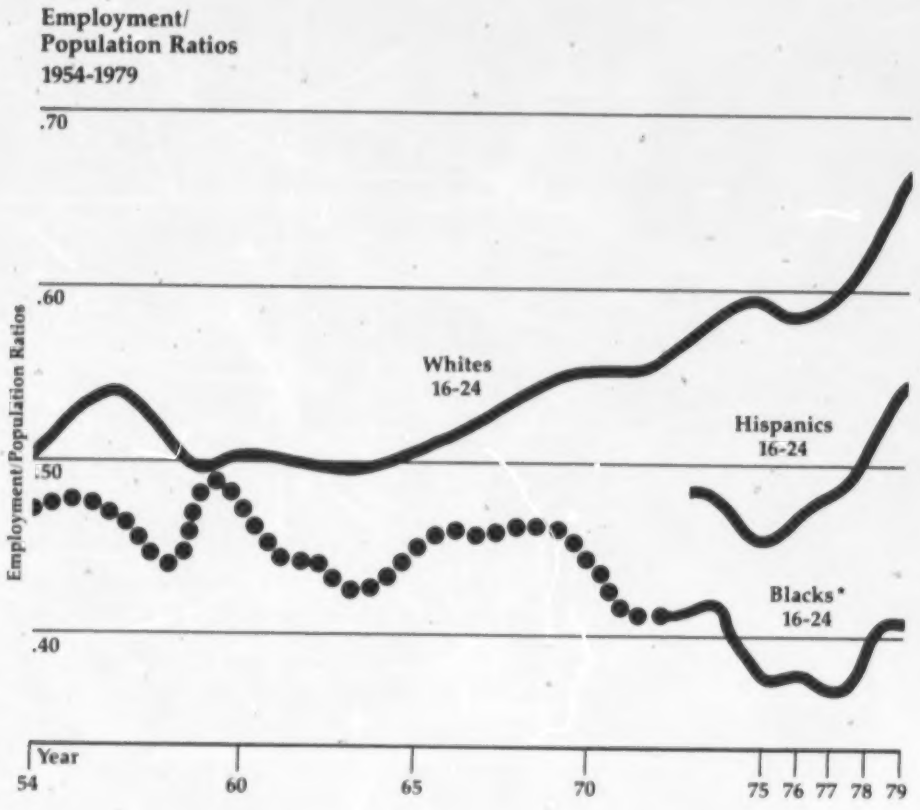
Food-Service Workers 24.1
- Bartenders 18.8
- Cooks (except private) 26.6
- Dishwashers 16.7
- Food-Counter, Fountain Workers 35.2
- Waiters 19.5

Health-Service Workers 42.3
- Dental Assistants 47.8
- Health Aides (except nursing) 52.9
- Nurses Aides, Orderlies 35.0
- Practical Nurses 54.6

Personal-Service Workers 26.4
- Flight Attendants 79.3
- Baggage Porters and Bellhops −6.2
- Barbers 1.6
- Child-Care Workers 62.7
- Elevator Operators −25.6
- Hairdressers, Cosmetologists 16.7
- Housekeepers (except private) 11.6

Protective and Service 33.1
- Firefighters 23.8
- Guards 36.0
- Police and Detectives 37.6

Appendix 9:
Employment/Population Ratios



Source: Bureau of Labor Statistics, Current Population Surveys

* Note:
Due to changes in reporting procedures, data prior to 1972 are available only for Blacks and other races. From 1972 through 1979, the graph reflects data for Blacks alone. Hispanic data was not available until 1973.

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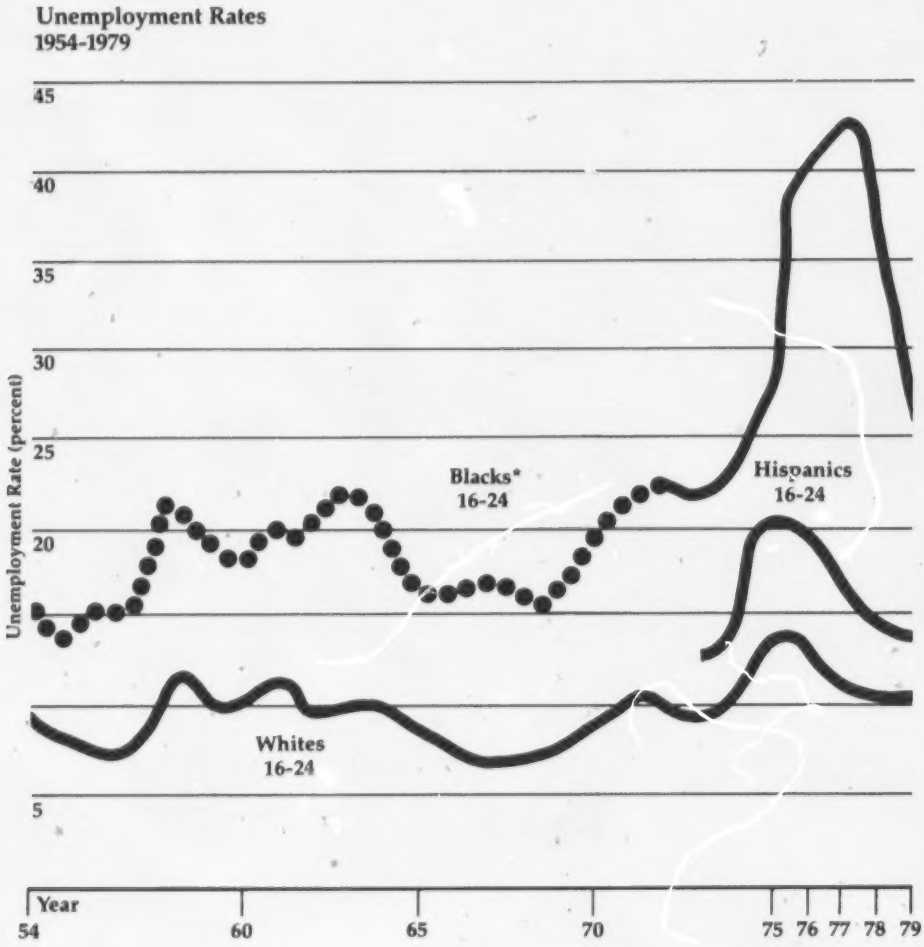
Appendix 10:
Unemployment Rates



Source: Bureau of Labor Statistics, Current Population Surveys

***Note:**
Due to changes in reporting procedures, data prior to 1972 are available only for Blacks and other races. From 1972 through 1979, the graph reflects data for Blacks alone. Hispanic data was not available until 1973.

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Appendix 11:
Profile Notes

Youth The youth narrative is a composite of 210 interviews by the NFL Players Association, a youth panel at the Task Force Oakland Conference, and projects done by the National Urban League and the National Urban Coalition.

Personnel Officer The personnel officer narrative is a composite of comments from 150 small and large employers who attended the Task Force Roundtables in five cities; private sector participation in the Oakland, Boston and Baltimore Conferences and meetings with over 20 private sector firms conducting youth employment projects around the country.

Teacher The teacher narrative is a composite of 75 educators who participated in our Roundtable series and of participants at the Oakland and Baltimore Task Force Conferences.

Mayor Schaefer The mayor's narrative is a summary of his public statements.

Appendix 12:
Sources for Graphs and Charts

Chapter II

1. **A Youth's Chances in Ten of Being Unemployed**
   - Bureau of Labor Statistics, Office of Current Employment Analysis:
     - —Division of Employment and Unemployment Analysis, (1979 data); and
     - —Division of Special Labor Force Studies, (1978 data for dropouts).
   - Individuals are defined as poor if they reside in an area where more than 20% of the population is under the poverty line established by the Bureau of the Census.

2. **Salary Differentials: Annual Average Earnings**
   - "Youth Employment Policies for the 1980's," Briefing Paper, National Commission for Employment Policy, Washington, D.C., 1979.
   - Individuals are defined as poor if they live in a family below 100% of the BLS Lower Living Standard.

3. **Youth With Special Needs**

Juvenile Arrests
- *Crime in the United States, 1978.* FBI Uniform Crime Report.

Runaway and Homeless Youth
- *Annual Report, 1978.* Office of Youth Development, U.S. Department of Health, Eucation and Welfare.

Alcohol Abusers:
- *Alcohol and Health—Third Special Report to the U.S. Congress.* U.S. Department of Health, Education and Welfare, Public Health Service, June 1978.

Drug Users:
- Supplemental Tables: Population Projections based on National Survey of Drug Abuse, 1977.

Teenage Mothers:
- *Monthly Vital Statistics Report: Final Natality Statistics, 1977.* Vol. 27, No. 11, Supplement. National Center for Health Statistics.

Teenage Heads of Households with Children:

- Bureau of Labor Statistics, 1978 Annual Averages and Division of Labor Force Statistics.

Mentally and Physically Handicapped:
- Bureau of Education for the Handicapped, U.S. Department of Health, Education and Welfare, 1978 Figures.

4. **Job Gap for Poor Youth:**
   - Unpublished estimates from the Bureau of the Census, consistent with independent controls for current population surveys.
   - Bureau of Labor Statistics, "Employment and Unemployment During 1978," Special Labor Force Report 218.
   - Bureau of Labor Statistics, *Employment and Earnings*, January, 1980, Vol. 27, No. 1.

5. **Job Mismatch**
   - Berg, Ivar, *et al.*, *Managers and Work Reform: A Limited Engagement*. Free Press, 1978, Ch. 6.
   - Bureau of the Census, U.S. Department of Commerce "Decennial Census Subject Report: Educational Attainment," Report Series 1970 P-C (2)-5B.

6. **Population Growth Rate**
   White and Black projections:
   - U.S. Bureau of the Census, "Projections of the Population of the United States 1977-2050," 1977.

   Hispanic projections:
   - Task Force projections based on U.S. Bureau of the Census data.

Chapter III

1. Diploma Gap
- Bureau of the Census, "School Enrollment—Social and Economic Characteristics of Students." Based on 1978 dropout rates for 18–19 year olds and 18–19 year old enrollment data from 1978.

2. Youth Unemployment by Educational Attainment
- U.S. Bureau of Labor Statistics, Special Labor Force Report 200, "Students, Graduates and Dropouts in the Labor Market, October 1976."
- Unpublished data; cited in *The Condition of Education*, National Center for Educational Statistics, 1978 Edition.

Chapter VI

1. Projected Percent Change in Employment by Occupation
- Bureau of Labor Statistics

Chapter IX

1. Resources for the Future
- Task Force analytic materials

Appendix 13:
A Selected Bibliography

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On January 10, 1980, President Carter announced his proposal for a new youth employment program for the 80's.

"Dreams are a terrible thing to waste," President Carter said. "We cannot let the dreams of our young people die."

As the American poet Langston Hughes once wrote:

> Hold fast to dreams
> for if dreams die
> life is a broken-winged bird
> that cannot fly.